E.C. No. 846

ESTIMATES COMMITTEE (1975-76)

(FIFTH LOK SABHA)

NINETY-NINTH REPORT

MINISTRY OF HOME AFFAIRS

(Union Territory of Chandigarh)

LOK SABHA SECRETARIAT
NEW DELHI

April, 1976/Chaitra, 1898 (Saka)

Price : Rs. 2.00

LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA SECRETARIAT PUBLICATIONS

Sl. No.	Name of Agent
	ANDHRA PRADESH
1.	Andhra University General Co-operative Stores Ltd., Waltair (Visakhapatnam).
2.	G.R. Lakshmipaty Chetty and Sons, General Merchants and News Agents, Newpet, Chandragiri, Chittoor District.
	ASSAM
3.	Western Book Depot, Pan Bazar, Gauhati.
	BIHAR
4.	Amar Kitab Ghar, Post Box 78, Diagonal Road, Jamshedpur.
5.	M/s. Crown Book Depot, Upper Bazar, Ranchi.
	GUJARAT
6.	Vijay Stores, Station Road, Anand
7.	The New Order Book Company, Ellis Bridge, Ahmedabad-6.
	HARYANA
8.	M/s. Prabhu Book Service, Nai Subzi Mandi, Gurgaon.
	MADHYA PRADESH
9.	Modern Book House, Shiv Vilas Palace, Indore City.
	MAHARASHTRA
10.	M/s. Sunderdas Gianchand, 601, Girgaum Road, New Princess Street, Bombay-2.
11.	The International Book House, (Private) Limited, 6, Ash Lane, Mahatma Gandhi Road, Bombay-1.
12.	The International Book Service, Deccan Gymkhana, Poona-4.
13.	Charles Lambert & Company, 10, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.
14.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.
15.	Deccan Book Stall, Fergusson College Road, Poona-4.
16.	M.& J. Services, Publishers Representatives, Accounts & Law Book Sellers Bahri Road, Bombay-15.
	MYSORE
17.	People Book House, Opp. Jaganmohan Palace, Mysore.
	RAJASTHAN
18.	Information Centre, Government of Rajasthan, Tripolia Jaipur City.
19.	M/s. Usha Book Depot, 585/A, Chitra Bazar, Tripolia, Jaipur.
	UTTAR PRADESH
20.	Law Book Company, Sardar Patel Marg, Allahabad-1.

C O R R I G E N D A

Ninety-ninth Report of the E.C. on the Ministry of Home Affairs - Union Territory of Chandigarh.

.....

Page	Para	Line.	For	Read
3.	2.2	5	exlinded	extended
8.	2.17	18	Substantial	a substantial
15.	2.33 (Table)	Heading 3rd Col.	Rs. 23.03	Rs. 34.03
19.	3.4	2	Rs. 4629	Rs. 46.29
19.	3.5	6	sector	sectors
24.	3.19	2	hereon	thereon
42.	4.12	11	than	then
49.	4.32	3	ney	new
53.	sub-para (v) of para 4.39	1	After 'student' insert 'librariers existed in all the Colleges, Technical'	
55.	4.45 (on pages 54-55).	4	purchased, added.	purchased/ added.

CONTENTS

		PAGE
	COMPOSITION OF THE COMMITTEE	(iii)
	INTRODUCTION	(v)
CHAPTER I—	INTRODUCTORY	1
CHAPTER II—	ADMINISTRATIVE ORGANISATIONS—	
	A. Organisational set up	3
	B. Advisory Committees	9
	C. Rent of Buildings	14
CHAPTER III—	CHANDIGARH CAPITAL PROJECT & HOUSING —	
	A. Capital Project	18
	B. Housing	30
CHAPTER IV—	GENERAL—	
	A. Industry	37
	B. Poultry Project	42
	C. Water Supply	44
	D. Power	46
	E. Education	48
	F. Public Transport	54
	G. Sanitation & Public Health	56
	H. Tourism	58
	I. Unemployment Problem	59

APPENDICES

I.	Statement showing existing sanctioned and actual strength, as well as broad functions of the Departments of Chandigarh Administration.	65
II.	Composition of the non-official members of the Local Advisory Committee.	70
III.	Summary of Recommendations/Conclusions.	72
IV.	Analysis of Recommdations in the Report.	

LIST OF MEMBERS OF ESTIMATES COMMITTEE

(1975-76)

CHAIRMAN

Shri R. K. Sinha

MEMBERS

2. Shri Nathu Ram Ahirwar
3. Shri Kushok Bakula
4. Shri Ishwar Chaudhry
5. Shri Madhu Dandavate
6. Shri Anadi Charan Das
7. Shri Tulsidas Dasappa
8. Shri Anant Prasad Dhusia
9. Shri Laxman Kakadya Dumada
10. Shri Varkey George
11. Shri Tarun Gogoi
12. Shri Madhuryya Haldar
13. Shri J. G. Kadam
14. Shri M. Kathamuthu
15. Shri Maharaj Singh
16. Shri Yamuna Prasad Mandal
17. Shri Jagannath Mishra
*18. Shri Md. Jamilurrahman
19. Shri Aravinda Bala Pajanor
20. Shri Sudhakar Pandey
21. Shri Dhan Shah Pradhan
22. Ch. Ram Prakash
23. Shrimati B. Radhabai Ananda Rao
24. Shri Bhola Raut
25. Shri M. Ram Gopal Reddy
26. Shri Shiv Kumar Shastri

---

*Elected w.e.f. 17-1-1976 *vice* Shri Mohd. Khuda Buksh died.

27. Shri Sant Bux Singh
28. Shri R. V. Swaminathan
29. Shri K. P. Unnikrishnan
30. Shri K. Veeriah

SECRETARIAT

Shri Avtar Singh Rikhy, *Additional Secretary.*

Shri G. D. Sharma, *Chief Financial Committee Officer.*

Shri K. V. Ramachandran, *Senior Financial Committee Officer.*

INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Ninety-ninth Report on the Ministry of Home Affairs—Union Territory of Chandigarh.

2. The Committee took evidence of the representatives of the Ministries of Home Affairs, Education & Social Welfare, Industry & Civil Supplies (Department of Industrial Development) and Labour on the 18th and 19th February, 1976. The Committee wish to express their thanks to the Officers of the Ministries/Department for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. The Committee also wish to express their thanks to Shri Amarnath Vidyalankar, M.P., for furnishing memorandum to the Committee and also for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all the Associations, Bodies and individuals who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Committee on the 14th April, 1976.

6. A summary of recommendations/observations contained in the Report is appended to the Report (Appendix III).

7. A Statement showing the analysis of recommendations/observations contained in the Report is also appended to the Report (Appendix IV).

NEW DELHI;
April 23, 1976.
Vaisakha 3, 1898 (S).

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

INTRODUCTORY

The Union Territory of Chandigarh came into existence on the first day of November, 1966. It owes its origin to the language controversy in bi-lingual Punjab. A Parliamentary Committee under the chairmanship of Sardar Hukam Singh was appointed to go into the question of re-organisation of Punjab, and this Committee submitted its report to Parliament on the 18th March, 1966, and recommended in the larger interest the re-organisation of the State of Punjab on linguistic basis.

1.2. The Central Government accepted the recommendations of the Parliamentary Committee in principle and announced the appointment of a Boundary Commission on the 18th April, 1966, to determine the boundary of the States of Punjab and Haryana. Accordingly, a three-man Boundary Commission was constituted on the 23rd April, 1966. The Commission presented its report on the 31st May, 1966. The report was unanimous on all issues except in respect of the disposition of Kharar Tehsil (in which Chandigarh is located). A two to one majority of the Commission had recommended that this Tehsil should form part of the new State of Haryana.

1.3. The Government accepted all the recommendations of the Boundary Commission except in regard to Kharar Tehsil, mainly because of the controversy concerning the city of Chandigarh, and decided to constitute certain portions of the disputed tehsil including the city of Chandigarh into a Union Territory. The decisions of the Centre were given effect to by the Punjab Re-organisation Act, 1966, which came into force on the 1st November, 1966. Thus, along with the new States of Punjab and Haryana, the Union Territory of Chandigarh came into existence.

1.4. Even after the formation of the Union Territory of Chandigarh, the dispute for the inclusion of city of Chandigarh in Punjab or Haryana continued and the Government of India issued a Press Communique on the 29th January, 1970. It was announced that the Capital Project area of Chandigarh would as a whole go to Punjab and the areas which were added to the Union Territory from the Punjabi regions of the erstwhile State of Punjab should be transferred to Punjab and those from Hindi region to Haryana. As the construction of a new Capital for the State of Haryana was

to take some years, it was further decided that the Government of Haryana would continue to have the use of office and residential accommodation then allotted to them by the Central Government in Chandigarh for a period not exceeding five years and during this period Chandigarh will remain a Union Territory. According to this communique, the transfer of Chandigarh to Punjab was to take place by the 29th January, 1975. However, Government have stated that it could not be possible to implement the decisions set out in this communique, and Chandigarh is continuing as a Union Territory.

1.5. Chandigarh functions as the Capitals of both the State Governments of Punjab and Haryana and also of its Territory. Being the seat of Government the premier offices of the Governments of Punjab and Haryana are located at Chandigarh. These State Governments have, however, no jurisdiction and powers over this territory.

CHAPTER II

ADMINISTRATIVE ORGANISATION

A. Organisational Set up

Administrative set up

The administration of Chandigarh is the responsibility of the President acting through an Administrator under the provisions of Article 239 of the Constitution. There is no legislature and Parliament is directly responsible for legislating for Chandigarh. Under the Punjab Re-organisation Act, 1966, the Centre is empowered to extend by notification any State law to this territory. The Central Government exercises control over the Union Territory Administration through the various Ministries|Departments.

2.2. The Administration is headed by an Administrator with the designation of the Chief Commissioner, who is generally of the rank of an Additional Secretary to the Government of India and is appointed by the Government of India. All the powers and functions of State Government under the various State Acts, exlinded to the Territory have been vested in the Chief Commissioner.

2.3. At the Secretarial level, the Chief Commissioner is mainly assisted by the Home Secretary and Finance Secretary, who in turn are assisted by an Assistant Secretary and a Deputy Secretary, respectively. As an internal measure, the Chief Commissioner has delegated all his powers (financial and others) to the Home Secretary and the Finance Secretary, in respect of the Department being dealt with by them, but statutory and major policy issues are dealt with at the level of the Chief Commissioner. The Chief Engineer and the Chief Architect in the Administration have been given powers of Heads of Departments and are also *ex-officio* Secretaries of their respective Departments.

2.4. To avoid centralization of powers and obtain expeditious disposal of Government business, the Principal Medical Officer, General Hospital, Chandigarh, functions as the Director, Health Services-*cum* Deputy Secretary. Similarly, the Senior Superintendent of Police and the Legal Rememberancer, Chandigarh, have also been made Deputy Secretaries with specific financial powers. The Principal, Punjab Engineering College; Director, Technical

Education; Controller, Printing and Stationery; and Chief Justice of the Punjab and Haryana High Court, are exercising the powers of the Heads of Departments both under the Financial and administrative rules. The General Manager, Chandigarh Transport Undertaking, has also been declared as Head of Department for exercising administrative powers only. A statement showing the existing sanctioned strength of establishment in each Department of Chandigarh Administration as well as their broad functions is also given at Appendix I.

2.5. The Administrative Reforms Commission, 1969 in their Report on Union Territories and NEFA had commented as follows regarding Chandigarh:—

> "The failure to find an early permanent solution to the future of Chandigarh is proving to be a costly and unnecessary burden on the national exchequer. For a Territory with an area of 150 sq. kms. and population of about 1.40 lakhs (1966), a set-up headed by a Chief Commissioner a secretariat consisting of two Secretaries and a total staff complement of 9400 Government servants which in proportion to the population of the Territory is more than nine times the corresponding proportion in the case of the States, appears to be extravagant.
>
> Till such time as a final solution is found to the future of this Territory, its administration should be simplified to the extent possible."

2.6. With regard to the action taken for simplification of the administration, as recommended by the Administrative Reforms Commission, the Secretary, Ministry of Home Affairs, stated during evidence that they have taken measures to simplify the administration. He, however, referred to certain special problems relating to Chandigarh. One was due to its being the Capital, not only of the Union Territory, but of the two other important States viz. Punjab and Haryana. Secondly, the set up which was in existence in Chandigarh for the Capital Project before re-organisation was being continued. Thirdly, the municipal functions were being taken care of by the Administration. Fourthly there are certain common facilities such as Printing & Stationery, Engineering services, High Court etc. i.e. the services which were earlier being provided and continued to be provided to both the States.

2.7. With regard to simplification, the Secretary, Ministry of Home Affairs stated that simplification would mean three things viz. simplification of organisation, simplification of procedure and

delegation of powers. It was found that looking at the functions of the whole Secretariat and the work of the heads of Departments, the posts of 4 Secretaries and heads of Departments were absolutely necessary, and also that the staff that had been provided was the minimum. As regards simplification of procedure and delegation of powers, the Secretary stated:

> "On the question of simplification, one way is delegation of powers. In the movement of files the procedures are as simple as they should be. We do not have the dual system of the head of Department and the Secretariat. We have got the single file system, where noting is done by the officers concerned. There are also many other functions which are being performed by these officers."

He further stated:—

> "I would venture to say that this simplification process should be viewed from different angles. Even though we have so many Secretariat departments, they are just Branches. The status of the head may be that of a Section Officer. Ultimately as per the re-organisation scheme when Chandigarh gets merged into Punjab, these departments would get merged with the concerned Departments in Punjab. So we are ensuring simplicity and also facilitating merger which might take place as per the recommendations of the Re-organisation Commission."

Staff strength and administrative expenditure

2.8. It will be seen from the statement (Appendix I) that the sanctioned staff strength is 16,390, which constitutes 7.4 per cent of the population of Chandigarh as per 1971 Census. The Committee enquired during evidence whether this proportion was not excessive. The Secretary, Ministry of Home Affairs stated that according to the census of 1971, the population of Chandigarh was 2.57 lakhs, and at present it is about 3 lakhs. Against the population figure of 3 lakhs, the average figure would come down from 7.4 to 5.4.

2.9. The Secretary also stated that the staff strength figure of 16,390 included those Departments, which did not actually come under the category of administrative Departments. The actual strength of staff in the Secretariat was about 155 or 160. He referred in particular to the Punjab and Haryana High Court, Department of Printing & Stationery, Health Department performing the municipal functions, Department of Education and the Department of

Engineering which *inter alia* looks after the Capital Project, Police. The Secretary added:—

> "Thus out of the total of 16,390, we find that 11,000 or 12,000 cannot be strictly considered to be carrying on administrative functions as normally understood in any Union Territory or State administration. If we take that away, the percentage would work out to 1.5 or 1.7 which would be well within the figure applicable anywhere."

2.10. With regard to the review of the staff position, the witness stated that in pursuance of the Ministry of Finance (Department of Expenditure) O.M. No. 14(24)-E (Coord)/74 dated 30-8-1974, regarding economy in administrative and non-plan expenditure of Government, the Chief Commissioner, Chandigarh, appointed a Review Committee, and the first Report of the Review Committee was received by Government towards the end of 1974, and its second Report in August, 1975. This indicated that there were 380 employees surplus, and they could effect a saving of Rs. 1.45 lakhs.

2.11. In reply to a question as to the percentage of administrative expenditure to the total expenditure in the Chandigarh Administration, Government furnished the following information:

	1972-73	1973-74	1974-75
	(Expenditure in lakhs)		
(i) (a) Pay and allowances of administrative expenditure	278·88	292·46	346·60
(b) Expenditure on other items of administrative expenditure(TA, Contingencies, Maintenance of buildings etc.)	173·78	122·40	127·35
Total Administrative expenditure	452·66	414·86	474·35
(ii) Total expenditure in Chandigarh Administration	1501·76	1423·22	1792·90
(iii) Percentage of administrative expenditure to the total expenditure	30·1	29·1	26·5

2.12. The Committee enquired during evidence as to what were the reasons for such high percentages of administrative expenditure, and whether any norms had been laid down therefor. The Secretary, Ministry of Home Affairs stated that out of the total expenditure of Rs. 474. lakhs, the expenditure amounting to Rs. 434 lakhs, which was on 'Police', 'Printing & Stationery', 'Public Works Department, and Hospitality Grants would have to be segregated from the expenditure on administration proper. Thus the expenditure after such segregation was within the norms and it was not

high. The witness stated that the administrative norms which are applied for the purpose of sanction of posts, were the same as would apply in any other State Government.

Municipal Functions

2.13. A view was expressed in a memorandum to the Committee that the nature and quality of 80 per cent of the work handled by the Administration of Chandigarh was virtually connected with the Municipal Administration of the town. The Committee enquired during evidence the reasons for not setting up a Municipality in Chandigarh.

2.14. The Secretary, Ministry of Home Affairs, stated:

> "In regard to municipal functions, we do not have municipal corporations or municipalities but the functions are being taken care of by the Chandigarh Administration."

He further stated:

> "It may be 70—80 per cent or it may be even a little lower figure. But about the question whether there should be a municipality or municipal administration there, that has been considered on a number of occasions in the Ministry and also in the Advisory Committee of the Home Minister. Every time, it has been felt for certain reasons, that it is not necessary. We also sought the advice of the Punjab Government on it. They have also not welcomed the idea.
>
> Keeping all that in view, it is felt that it is not yet necessary to associate the people. Further more, the structure is still uncertain. We do not know what is going to happen to Chandigarh, whether it is going to Punjab or Haryana or whatever it is. So, we should wait till a final decision is taken about it."

2.15. The Committee note that the Administrative Reforms Commission, 1969 had made observations regarding the excessive staff employed in the Union Territory Administration of Chandigarh in relation to its population and had recommended simplification of the administration. The Committee were informed that although measures have been taken to simplify the administration there were certain special problems faced by the Chandigarh Administration. Chandigarh was the capital not only of the Union Territory but also of the Punjab and Haryana States. While the set up of the Capital

Project before re-organisation was being continued, the municipal functions were also being taken care of by the Administration and certain common facilities such as printing and stationery, engineering services, High Court etc. continued to be provided to the States of Punjab and Haryana. The Committee were further informed that the various Departments of the Administration were 'just Branches' and were maintained so as to facilitate merger as per the recommendations of the Reorganisation Commission.

2.16. The Committee further note that the sanctioned strength of staff in Chandigarh Administration is 16,390, which constitutes 7.4 per cent of the population of the area according to the 1971 census. As the present population of Chandigarh is stated to be about 3 lakhs, this percentage works out to 5.4. The Committee were informed that out of the staff of 16,390, "11,000 to 12,000 cannot be strictly considered to be carrying on administrative functions as normally understood in any Union Territory or State Administration" as these are attached to the High Courts, the Department of Printing and Stationery, Health Department performing municipal functions, Department of Education and the Department of Engineering which inter alia looks after the Capital Project. Thus the staff employed on administrative functions work out to 1.5—1.7 per cent of the population.

2.17. The Committee recognise the multiplicity of functions and responsibilities which have to be discharged by the Chandigarh Administration. Most of these functions are such which require discharge of responsibilities in the field, such as education, engineering, health, printing and stationery, municipal etc. They, therefore stress that the administrative organisation should be such that the officers in the field are given adequate powers with effective supervision but multiplicity of administrative levels are done away with in the interest of efficient and economic functioning. The Committee would recommend that a review of the staff strength may be made by the Chief Commissioner in consultation with a Director of leading public institution well-versed in municipal affairs and a representative of the Ministry of Finance with administrative experience so that the strength is rationalised and all possible economies affected consistent with the maintenance of efficient services. In making this recommendation, the Committee have kept in view the fact that the rationalisation of staff would constitute no problem as Substantial number of the staff is on deputation to the Chandigarh Administration.

B—ADVISORY COMMITTEES

2.18. The following 14 Committees of the advisory nature are functioning to assist the Chandigarh Administration in its day-to-day working in different spheres of the activities:—

(i) Home Minister's Advisory Committee on Chandigarh;

(ii) Local Advisory Committee, Chandigarh;

(iii) Rural Development Committee for the Union Territory, Chandigarh;

(iv) Chandigarh Labour Advisory Committee;

(v) Chandigarh Labour Welfare Board;

(vi) Chandigarh Advisory Committee for fixation and revision of minimum wages;

(vii) Chandigarh Board of Industries;

(viii) Chandigarh Industrial Development-*cum*-Liaison Board;

(ix) State Transport Authority, Chandigarh;

(x) Managing Committee for Chandigarh Union Territory Fund for the reconstruction and rehabilitation of Ex-servicemen;

(xi) Integration Council for Union Territory, Chandigarh;

(xii) Museum Advisory Committee for the Museum and Art Gallery, Chandigarh;

(xiii) Art Purchase Committee for the Museum and Art Gallery, Chandigarh; and

(xiv) District Committee on Employment for the Regional Employment Exchange, Chandigarh.

Government have stated that these Committees function in an advisory role and highest consideration is given to the views expressed by them and their advice is implemented to the extent feasible.

Home Minister's Advisory Committee

2.19. This Committee was first constituted in February, 1968. It is associated with the Minister of Home Affairs and advises him on matters relating to the Administration of the Union Territory. It consists of 3 *ex-officio* members, namely:—

(i) Member of Parliament representing Chandigarh;

(ii) The Chief Commissioner, Chandigarh; and

(iii) The Vice-Chancellor of the Punjab University.

and 4 or 5 non-official members nominated by Government each year. It is stated that "Prominent persons, who can make useful

contribution by way of advice on matters concerning Chandigarh are chosen as non-official Members of the Committee." The non-official members of the last Committee are the following:—

(i) Shri Harbhagwan Singh, Ex-President, Bar Association, Punjab and Haryana High Court.

(ii) Shri Bhopal Singh, President, Territorial Congress Committee, Village and Post Office Burail, Chandigarh.

(iii) Shri P. L. Varma, Retired Chief Engineer (Capital Project), Chandigarh.

(iv) Shri Diljang Singh Jauhar, Retired Deputy Secretary (Punjab Vidhan Sabha) Chandigarh.

(v) Shri Sri Chand Goyal, Ex-M.P.

The Minister of Home Affairs presides at the sittings of the Advisory Committee.

2.20. This Committee is consulted in regard to—

(i) general questions of policy relating to the administration of the territory in the State field;

(ii) all legislative proposals concerning the territory in regard to matters in the State List including proposals to extend any State Acts to the territory;

(iii) such matters relating to the annual financial statement of the Union in so far as it concerns the territory and such other financial questions as may be specified in rules prescribed by the President;

(iv) any other matter on which it may be considered necessary or desirable by the Minister of Home Affairs that the Advisory Committee should be consulted.

Subject to the discretion of the Minister of Home Affairs to refuse in the public interest to give information or to allow discussion, members of the Advisory Committee have the rights in regard to interpellations analogous to and under similar limitations as those of members of a State Legislature.

2.21. According to the Ministry of Home Affairs Notification No. 25/119|67-DH(S), dated the 14th February, 1968, the Home Minister's Advisory Committee is to meet at intervals of not more than 6 months. During the last three years, the meetings of this Committeee have been held on the following dates:—

24th March 1973.

7th December 1973.

25th February 1974.

16th November 1974.

8th March 1975.

23rd February 1976.

Local Advisory Committee

2.22. The Union Territory Administration has constituted an Advisory Committee called the Local Advisory Committee. The functions of this Committee are broadly to advise the Chandigarh Administration on matters relating to local administration. This Committee is re-constituted each year. Besides, the Chief Commissioner, Chandigarh who is its Chairman, 5 officers of the Administration, *viz.*, Home Secretary, Finance Secretary, Chief Engineer, Chief Architech and Estate Officer and one Local Member of Parliament are *ex-fficio* Members of the Committee. In addition, there are about two dozen non-official members representing various interests such as representatives of political parties, industrialists, educationists, lawyers, social workers, traders and ex-servicemen, scheduled castes etc. The composition of the last Local Advisory Committee has been indicated in Appendix II. During the last 3 years, six meetings of this Committee were held on the following dates:—

29th March 1973.

26th October 1973.

8th February 1974.

27th July 1974.

14th February 1975.

12th September 1975.

It has been stated by Government in a reply furnished after evidence that "in the meeting of the Home Minister's Advisory Committee for Chandigarh held on the 23rd February, 1976, it was decided that the Local Advisory Commitee should meet once a month."

2.23. Government have stated in a further reply to the Committee that the Administrative Reforms Commission had recommended that at least half the members of the Local Advisory Committee for Chandigarh may be elected. The matter was considered by Government and it was not found feasible to give effect to this recommendation.

2.24. The Committee enquired as to what was the machinery existing for representing public opinion in regard to matters other than local administration and whether Government have considered the feasibility of making the Local Advisory Committee an effective

instrument for representing public opinion on all important socio-economic issues. It is stated that the Local Advisory Committee has been constituted to advise the Administration on all matters relating to local administration. There is, however, no bar to discuss any other problems relating to socio-economic issues. Actually, such issues are discussed in the meetings of the Local Advisory Committee but to be meaningful they have to be in the context of Chandigarh so as to advise the Administration on specific issues.

Rural Development Committee

2.25. Till 1972, the Local Advisory Committee was represented by members from urban as well as rural areas. In the year 1972, however, a separate Committee known as Rural Development Committee was constituted. Besides, the Chief Commissioner, Chandigarh who is its Chairman, 6 officers *viz.*, Home Secretary, Finance Secretary, Chief Engineer, Chief Architect, Deputy Commissioner and Block Development and Panchayat Officer, and one local Member of Parliament are *ex-officio* members. In addition, there are 24 non-official members of the Committee. Barring the Chairman, Co-operative Marketing Processing Society, Manimajra, the 23 non-official members are elected by the Panchayats from among the Sarpanches/Panches. There are 23 Panchayats in the Union Territory of Chandigarh and each one of them is represented on this Committee. It advises the Chandigarh Administration on matters in connection with rural development of Union Territory of Chandigarh. This Committee is also reconstituted each year. During the last 3 years, this Committee has held 4 meetings on the following dates:—

28th March 1973.

7th February 1974.

11th September 1974.

15th February, 1974.

2.26. The Committee note that as many as 14 Advisory Committees have been constituted to assist the Chandigarh Administration in its day-to-day working, the most important of which are the Home Minister's Advisory Committee, Local Advisory Committee and the Rural Development Committee. They also note that besides the official members, these Committees have non-official elements also. Thus, in the Home Minister's Advisory Committee, 5 out of a total of 9 members are non-officials. The non-official members on the Local Advisory Committee are 24 out of a total membership of 30 and on the Rural Development Committee 24 out of a total membership of 31 members are non-officials.

2.27. The Committee appreciate the objectives underlying the constitution of these Committees to advise the Chandigarh Administration on various aspects of its working. The Committee, however, find that the constitution, functions and the periodicity of meetings of these Committees have not been spelt out formally. The Committee recommend that the constitution, function and the intervals at which the Advisory Committees should meet, should be notified by Government for general information and adequate publicity should be given of the existence of these Committees and their role and functions, so that the public is made fully aware of the opportunities available through these forums to bring their problems, difficulties and grievances to the notice of the Government.

2.28. The Committee would like to emphasise that the composition of these Committees should be broad-based which should ensure the participation of public in general and of the various functional groups. They would also suggest that the selected functional groups/ interests may be afforded an opportunity to submit a panel of names out of which nomination may be made by Government on these Advisory Committees.

2.29. The Committee observe that in the last three years, the Home Minister's Advisory Committee has met only 6 times, while the number of meetings held by the Local Advisory Committee and the Rural Development Committee have been only 6 and 4 respectively. According to a Notification issued in February, 1968, by the Ministry of Home Affairs, the Home Minister's Advisory Committee is to meet at intervals of not more than 6 months. In the case of local Advisory Commmittee, a decision was taken in February, 1976 that this Committee should meet once a month, while in the case of Rural Development Committee, no definite periodicity for meetings appears to have been prescribed. The Committee have already recommended that the intervals at which the Committee should meet should be prescribed, notified and strictly observed. The Committee need hardly observe that the intervals between the two consecutive meetings of the Committee should not exceed three months.

2.30. It has been represented before the Committee that delays have been occurring in payment of compensation for lands acquired and in the resettlement of oustees etc. In view of these grievances it is necessary that the Rural Development Committee should play a more prominent role in advising the Administration about the problems of the people from rural areas and finding solutions therefor.

The meetings of this Committee should, therefore, be held frequently so that the people from rural areas could place their view-point before the Government through it.

2.31. The Committee have been informed by Government that though these Committees function in an Advisory capacity but highest consideration is given to the views expressed by them and their advice is implemented to the extent feasible. The Committee consider that since the Advisory Committees are the primary forums for representing public opinion in the Union Territory of Chandigarh, it would be desirable for Government to make these Committees an effective instrument for the expression of public point of view in the administration of the Union Territory by encouraging the representatives of the people on the Committees to contribute and participate to the fullest extent in the deliberations of the Committee. They would also like Government to ensure that comprehensive memoranda on the various items of the Agenda as also the concrete action taken by the administration on the suggestions made by the members in the previous meeting, are prepared and circulated to the members well in advance to enable the members to make effective contributions. Considering the fact that these Advisory Committees have not been meeting frequently, the Committee stress that the Ministry of Home Affairs/Chief Commissioner should pay special attention to this aspect so that the people have a sense of participation in the administration.

C—RENT OF BUILDINGS

Rent of Buildings

2.32. Under the provisions of the Punjab Reorganisation Act, 1966, all Government buildings in Chandigarh belong to the Union Territory. A number of Government offices and residential buildings are in occupation of the Punjab and Haryana Governments and their employees for which rent is to be paid to the Union Government. As early as 1967, the Government of India, Ministry of Works and Housing, in their letter No. 29/2/66-Region dated the 5th December, 1967, approved a formula for assessment of rent of these buildings under F. R. 45(B). The State Governments have not agreed to this decision and made alternative suggestions. The matter is still pending with the Government of India.

Amount payable by Neighbouring State Governments

2.33. The amounts payable by the State Governments of Punjab and Haryana to the Union Government on this account are as follows:—

	PUNJAB			HARYANA		
	Non-residential buildings @Rs. 25·75 lakhs P.A.	Residential buildings @Rs. 23·03 lakhs P.A.	Total	Non-residential buildings @Rs. 16·19 lakhs P.A.	Residential buildings @Rs. 22·24 lakhs P.A.	Total
1	2	3	4	5	6	7
			(Rupees in thousands)			
Assessment from 1-11-66 to 31-3-75	21,673	28,642	50,315	13,626	18,887	32,513
Realisation from Punjab and Haryana (through Treasuries) by deduction from Pay of Officials) . .	..	9,340	9,340	..	6,470	6,470
Balance Payable .	21,673	19,302	40,975	13,626	12,417	26,043

Thus, the total amount due from the two State Governments of Punjab and Haryana to the Union Government upto 31-3-1975, comes to Rs. 6.7 crores.

2.34. During evidence, the representative of the Ministry of Home Affairs stated:—

> "That figures of 4 crores and 2 crores have been quoted for rent due in respect of office buildings and residential accommodation, which has to be paid by the two State Governments.
>
> I admit with regret that it has not been possible for us to be in a position to persuade the two Governments to give the dues which are outstanding against them."

Common Services

2.35. Chandigarh Administration is rendering certain services, such as (i) Maintenance and running of lifts, (ii) Sweeping of floors, clearing of glass-panes, maintenance of electrical installations, (iii) Operation and boosting arrangement of water supply, (iv) Operation of air-conditioning plant etc. in the Main Secretariat Building,

Vidhan Sabha Building, M.L.A. Hostel, and M.L.A. Flats, to Punjab and Haryana Governments on terms agreed to by them. The respective State Government is apprised of the amount payable by it at the close of each financial year.

Outstanding Charges for Common Services

2.36. Government have stated that against the amount of Rs. 41.25 lakh due from the Punjab Government upto 31-3-1975, an amount of Rs. 23.46 lakh has been received leaving a balance of Rs. 17.79 lakhs. Against the amount of Rs. 22.97 lakhs due from the Haryana Government upto 31-3-1975, credits aggregating Rs. 14.80 lakhs have been adjusted in the account leaving a balance of Rs. 8.12 lakhs. The balance amounts against the two Governments include departmental charges of 15 per cent, which works out to Rs. 4,02,740 against the Punjab Government and Rs. 1,92,384 against the Haryana Government.

2.37. The debits for expenditure on the services are raised against Punjab and Haryana Governments on the basis of actual expenditure incurred plus 15 per cent departmental charges which represent administrative expenditure on supervisory charges. However, the Governments of Punjab and Haryana have urged that departmental charges should not be levied.

2.38. During evidence, the Secretary, Ministry of Home Affairs stated "payments upto 1972 have been made and after 1972, the payments are in default". As far as the departmental charges are concerned, he stated "that again is in default and they are not agreeing to it".

2.39. In a subsequent communication dated 30-3-1976 to the Committee, Government have stated that persistent effors are being made at the highest level to persuade the Governments of Haryana and Punjab to clear up the arrears of rent for the buildings under their respective occupation, but inspite of numerous communications and D.O. reminders issued at the Minister's level, there has been no positive response from the two States.

2.40. The Committee note that a number of Union Government offices and residential buildings in Chandigarh are in occupation of the Punjab and Haryana Governments and their employees, for which rent is payable to the Union Government. The Committee are concerned to note that the amount payable on this account works to Rs. 4.1 crores by the Punjab Government and Rs. 2.6 crores by the Haryana Government. The total amount of Rs. 6.7 crores payable by the two State Governments has not been paid so far on account

of lack of agreement regarding the formula for assessment of rent of these buildings.

2.41. The Committee also note that considerable amounts are outstanding from the Punjab and Haryana Governments on account of their share of expenditure for common services rendered in the Main Secretariat Building, Vidhan Sabha Building etc. Out of the amounts of Rs. 41 lakhs and Rs. 22 lakhs due from the Punjab and Haryana State Governments respectively upto 31st March, 1975, only Rs. 23 lakhs and Rs. 15 lakhs respectively have been realised from the two State Governments. The balance of Rs. 25 lakhs has not been paid by the two Governments as they have not agreed to pay departmental charges of 15 per cent.

2.42. The Committee are surprised to note that the issues regarding payment of rent for Government buildings and the payment of charges for common services have not been settled so far and that huge amounts have been allowed to fall into arrears. The Committee would like to stress the need for an early settlement of these matters by holding discussion at the highest level, if necessary.

CHAPTER III

CHANDIGARH CAPITAL PROJECT AND HOUSING

A—Capital Project

Capital Project

3.1. The city of Chandigarh has been planned as a seat of Capital of the erstwhile Punjab, and as a centre of culture, health, education and trade and commerce for the whole region. A Master Plan for its development to cater to a total population of 5 lakhs was drawn up and the plan is to be implemented in two phases (Phase I and Phase II). Phase I of the Master Plan envisaged development of 24 sectors to accommodate a population of 1.5 lakhs. Later five more sectors were added to Phase I and total population of 2.5 lakhs is expected to be accommodated in that Phase. Phase II envisages development of 17 more sectors to accommodate an additional population of 2.5 lakhs.

3.2. No time horizon was intially envisaged for the completion of the Master Plan. The population in 1971 was 2.18 lakhs and according to present indication it will touch 5 lakhs in 1987. The development of Phase I of the city consisting of 29 sectors, Industrial area (Phase I) Grain Market, Lake and Timber Market etc. has almost been completed. In addition, work of development in 8 sectors of Phase II has reached a fairly advanced stage. Three more sectors have been taken up for development in Phase II. Government have stated that the Master Plan is likely to be completed over a span of about 38 years—1949—1987.

Estimates and Expenditure

3.3. It is stated that the provision in the Project Estimates in 1957 was Rs. 23.40 crores. This provision envisaged development of Phase I only. In 1972, this Estimate in respect of Phase I was revised to Rs. 54 crores. In addition Phase II was estimated to cost of Rs. 42 crores bringing the total estimate for the Capital Project to Rs. 96 crores. Some of the important components of the increase in the Estimates for the Phase I sectors from Rs. 24 crores to Rs. 54 crores are stated to be as follows:—

	Rs. crores
Roads & Bridges	9·53
Civil Works	2·3

	Rs. crores
Dam across Sukhna lake	1·25
Water Supply	1·14
Non-residential buildings	4·2
Residential	4·3
Establishment	1·8

The General reasons for increase are stated to be the additional requirements since the formulation of the original estimates.

3.4. Out of an estimated Project cost of Rs. 96 crores, an outlay of Rs. 4629 crores has been incurred upto the end of Fourth Five Year Plan *i.e.* 31st March, 1974. The approved Fifth Plan outlay is of the order of Rs. 15.65 crores of which expenditure incurred in 1974-75 was Rs. 2.88 crores and anticipated expenditure during 1975-76 is Rs. 3 crores.

3.5. It has been stated by Government that in the course of implementation of the Master Plan many problems cropped up and many assumptions had to be corrected in the light of experience. The problems were mainly—growth of slums, low level of development in peripheral rural area, growth in the number of unemployed persons, larger growth of population in the sector, increasing strain of accelerated urbanisation and increasing pressure on social services due to the emergence of satellite towns of Mohali and Panchkula and the Air Force and Army Establishments.

3.6. Asked as to what concrete steps had been taken to make the Master Plan flexible so as to ensure development on co-ordinated lines, the Chief Commissioner stated:

> "To take care of this thing now, in a realistic fashion, the Ministry of Works and Housing has constituted a Co-ordination Committee under the Chairmanship of Secretary, Ministry of Works and Housing, which has amongst its members the Chief Secretaries of Punjab and Haryana, and the Chief Commissioner, Chandigarh. The purpose of this committee is to see that the further development is made in a more co-ordinated fashion, and that the essential services are not strained because of new burdens."

3.7. It has been pointed out in a Memorandum to the Committee that 'it is essential to radically revise the original city plans of Chandigarh, to provide for the construction of sizeable number of houses for sheltering low income and middle income group people.

During evidence, the Committee asked for the views of the Government in this regard and also whether any reviews had been made of the Master Plan. The Chief Commissioner, Chandigarh replied:

> "Since 1971, there has been a definite change in policy and now no plot in Chandigarh is made out of more than 500 sq. yards and the policy of having bigger plots has been discarded. Within this ceiling also, more than 80 per cent of the plots are of the sizes of 250 sq. yards or less....
>
> Then one of the requirements earlier was that on a plot of land only one dwelling unit could be constructed. Now this has been changed and now one plot of land can have two or three dwelling units so that lower income group people can take benefit of that. These are the broad changes in the general outline of the Master Plan to take care of new situations which have emerged."

Density of population in various sectors

3.8. It is noticed from the information furnished to the Committee that the density of populations per acre varies from 7 to 76 in the various sectors. The distribution is as follows:—

	sectors
Density below 10	8
" 10—20	4
" 21—40	12
" 41—50	6
" 51—70	6
" above 70	10

3.9. Asked to indicate the reasons for variation in the densities in all the sectors, the Chief Commissioner, Chandigarh, during evidence stated:

> "There are certain sectors in which density of population is low. Some of them were designed for special purposes. In one sector Raj Bhavans are located. Another sector is the Capital complex. There is the third as shopping centre. No density of population was expected in them. Still it would leave some sectors where the density of population is low. For these there are various reasons. At the time when Chandigarh was envisaged, when the first phase of development took place, there was a demand like this, and these large plots were carved out. So, when

these sectors are there, they have to have common facilities, institutions, etc. and there are 4 or 5 sectors having about half of the area as central green belt, for colleges, for major hospitals, etc. Now these are the institutions, which really do not serve the purpose of any one particular sector only but of the whole of the town. These could be located in some sector only. Density of population in that has come down because of that reason."

Usage of land developed

3.10. The detailed usage of the area so far developed (15,472 acres) has been indicated as under:—

	acres
Residential	5200
Commercial	336
Residential-cum-commercial	131
Industrial	1263
Recreational	1206
Public/Semi-public	1700
Major roads etc.	3249
Mis. such as Airport, Sub-jail, Gowala Colony, Kilns, Tubewells and Link roads etc.	2387
Total	15472

It would be seen from the above that out of the area developed, 6930 acres had been ear-marked for residential, commercial and industrial purposes.

Disposal of developed plots

3.11. Government have stated that the number of developed plots which have not been disposed of so far is as under:—

	Phase I	Phase II	Total
(i) Residential	32	1213	1245
(ii) Commercial	88	253	341
(iii) Industrial	30	..	30

The above plots were developed during the years 1972-73 to 1974-75. It is stated that these plots are being auctioned on the basis of demand from the public.

3.12. The Committee note that a Master Plan for the development of Chandigarh to cater to a total population of 5 lakhs is being implemented in two phases. Development of Phase I, consisting of 28 Sectors for accommodating a population of 2.5 lakhs has almost been completed. Phase II envisages development of 17 sectors to accommodate an additional population of 2.5 lakhs and is likely to be completed by 1987. The Committee were informed that many problems have cropped up necessitating review of many assumptions in the Plan. The main problems are—growth of slums, low level of development in peripheral rural areas, larger growth of population in the sectors, increasing strains of accelerated urbanisation and increasing pressure on social services due to the emergence of satellite towns of Mohali and Panchkula and the Air Force and Army Establishments. The Committee recommend that there should be a regular system of review of the Master Plan periodically, say after 5 years, in close co-ordination with the Governments of Punjab and Haryana who are concerned with the development of satellite towns of Mohali and Panchkula, and the Air Force and Army Establishments in order to reorient it in the light of the pattern of growth of population and other developments. While reviewing the Master Plan, it would be useful to consult selected institutes|bodies of architects and experts in town planning. The Committee have no doubt that the deficiencies of the Master Plan noticed in the course of its implementation would be specifically brought to the notice of these institutes bodies for expert advice.

3.13. As the Chandigarh city is now expanding extensively, the Committee would like to emphasise the need for devloping each of the 17 sectors in Phase II as self-contained units by providing services, marketing facilities etc, so as to reduce strain on transport.

3.14. The Committee note that the estimate of expenditure on the Chandigarh Capital Project, which was nearly Rs. 24 crores in 1957 for Phase I of the Master Plan was revised in 1972 to Rs. 54 crores for Phase I. In addition, Rs. 42 crores has been estimated for development of Phase II bringing the revised estimates of the Project to Rs. 96 crores. The reasons for the cost escalation in respect of Phase I are stated to be "additional requirements since the formulation of the original estimates." The Committee feel that the increase in estimates for Phase I of the Project by Rs. 30 crores during a time span of 15 years is of a high order. The Committee would like Government to prepare realistic estimates in the very beginning and to observe utmost economy in the execution of the Master Plan so as to keep the cost to an unavoidable minimum.

3.15. The Committee note that the density of population in various Sectors varies from 7 to 76 per acre. The Committee have been informed that the low density in certain Sectors is attributable to the location of Raj Bhavans, Capital Complex, shopping centre, and also of common facilities like Colleges, Hospitals, Central green belt etc. Nevertheless, the Committee feel that there are wide variations in the density of population of various Sectors which detract from the need for optimum and equitable land utilisation. The Committee recommend that Government should take steps to remedy the situation and at least in the new Sectors that are coming up special care should be taken to ensure that the land utilisation is optimum and the population is equitably distributed.

3.16. The Committee note that 1616 plots which have been developed during the years 1972-73 to 1974-75 have not been disposed of. The Committee are informed that these plots are being auctioned on the basis of demand from the public. The Committee need hardly point out that the delay in the disposal of developed plots leads to blocking of public funds besides holding-up the satisfaction of the needs for residential, commercial and industrial accommodation. The Committee feel that one of the reasons for lack of demand could be the ignorance of the public about the existence of such plots. The Committee would, therefore, like Government to give wide publicity to the availability of such plots and dispose them of as early as possible. But before their disposal, the Committee would like Government to reconsider their policy regarding the disposal of these developed plots with a view to putting them to best use in the interest of solving the problem of slums and constructing houses for weaker sections of society.

Acquisition and Development of land

3.17. The position regarding the acquisition and development of land for the Capital Project has been indicated as follows:—

	acres
(1) Total area of land to be acquired	17500
(2) Area acquired so far	16622
(3) Area still to be acquired	878
(4) Area developed	15472
(5) Area yet to be developed	1150

Government have stated that about 878 acres of land is still to be acquired for which no proposal for acquisition has yet been finalised.

3.18. It would be seen from the above that an area of 1150 acres of land is still to be developed. It is stated that planning for the development of this area, which has been acquired only recently, is under finalisation and the work will be taken in hand after the plans are approved and funds allotted.

Compensation for land acquired

3.19. It is stated that the basis of determination of compensation is market price of land and structures hereon plus 15 per cent compulsion charges as provided under the Land Acquisition Act, 1894. In the most recent acquisitions, the rates have been ranging between Rs. 12,000 to Rs. 13,000 per acre for barani and Rs. 18,000 to Rs. 20,000 per acre for chahi land.

3.20. It has been pointed out in a memorandum to the Committee that the amount of compensation paid for the agricultural land acquired is inadequate as compared to the amount paid by the Punjab and Haryana State Government at Mohali and Panchkula respectively. In this connection, the Chief Commissioner, during evidence stated:

> "About compensation regarding Mohali and Chandigarh, the figures are that in Chandigarh acquisitions were made at the rate of Rs. 18 to 20 thousand per acre for irrigated land and Rs. 12 to Rs. 13 thousand for un-irrigated land.
>
> Relative to these, the rates in Punjab for Mohali is Rs. 21,250 per acre for the irrigated land. You will kindly observe that in the rates for the irrigated land, there is not much of difference."

3.21. As regards compensation for land acquired by Haryana Government, it is stated that it has varied between Rs. 9000 and Rs. 12,000 per acre.

Delay in payment of compensation

3.22. It was represented in a memorandum to the Committee that there was delay in the determination and payment of compensation for the land acquired for the Capital Project. In this connection, Government have stated that "possession of land is normally taken after the award for compensation is announced and just after announcement of the award the compensation amount is immediately offered". It has been further stated that the payments of compensation are made on the day the award is announced and that in case any right-holder does not come on that day, the payment is made to him as and when he comes to receive it. In the alternative, the amount of his share is deposited in the Revenue Deposit in the

Treasury at the close of the financial year and payment in respect of the preceding years made out of the Revenue Deposit.

3.23. As for the number of cases of compensation pending payment, the Government have stated that as on 1st January 1976, 110 cases were pending and the unpaid amount of compensation works out to about Rs. 15 lakhs. The break-up of these pending cases according to the period of pendency is indicated as follows:—

More than 5 years old	42
2—5 years old	43
1—2 Years old	12
6 months —1 year old	4
Less than 6 months old	9
Total	110

3.24. The Committee observe that an area of 878 acres has still to be acquired for the Capital Project and that out of the land acquired so far, 1150 acres have yet to be developed. The Committee recommend that Government should prepare a perspective plan for the acquisition and development of land for the Capital Project and undertake its implementation according to a phased programme. These plans and programmes should be so framed as to avoid the recurrence of the shortcomings noticed earlier in the acquisition and development of land.

3.25. The Committee are surprised that as on 1st January, 1976, as many as 110 cases of compensation for land acquired by Government involving an amount of Rs. 15 lakhs were pending, out of which 42 cases were more than 5 years old and 43 cases were pending for two to five years. The Committee see no reason why it has not been possible to pay compensation in the 42 cases where the land was acquired five years ago. They would like Government to undertake a crash programme for the payment of compensation in these old cases within the next six month. In regard to other cases the Committee desire that Government should enquire into the reasons for the delay in their disposal and remove the bottlenecks, if any, which may have been holding up the finalisation of these cases. The Committee suggest that the Chief Commissioner should take energetic steps to locate the rightful owners of the land acquired and have the amount of compensation paid to them. The Committee would like to be informed of the progress made in the settlement of these cases within six months.

Rehabilitation of oustees

3.26. Government were asked to indicate the steps taken by them for rehabilitating the persons whose land was acquired for the Capital Project. In reply it has been stated that the "bulk of the owners of land acquired in Phase I were compensated in kind and thus rehabilitated in the fifties. For the six villages acquired after 1966, no specific scheme of rehabilitation was framed except that plots on 'No profit, No loss' basis were offered to land owners. It has, however, been the policy of the Administration to give preference to the oustees and their family members for the jobs available in the Capital Project."

3.27. It has been pointed out in a memorandum to the Committee that "Government did not give any thought to the problem of rehabilitation of a large number of oustees from their agricultural lands, who have been forced by circumstances to serve in petty occupations and have constructed huts for shelter, which have expanded into slums". The representative of the Government was, during evidence, asked whether any socio-economic survey of the problem of oustees had been made, and if so, whether any concerted action was taken for their physical and economic rehabilitation. The Chief Commissioner replied:

> "The acquisition of land for Chandigarh was done broadly in two phases—Phase I and Phase II. For the Phase I which ended before re-organisation, *i.e.*, 1st November 1966, the broad scheme was that there was at that time, a good amount of land available as part of the evacuee property and allotted to the oustees. Land for land was offered in those days and many took advantage of that. The problem was solved before re-organisation took place. After 1966, 3000 and odd acres had been acquired. There were six villages in this area, the total families involved were 305.
>
> A scheme for the allotment of plots to the oustees was undertaken. Those who owned more than five acres of land were offered 7-1|2 marla plots which measured 125 sq. yards on a concessional rate of Rs. 25 per sq. yard. About 62 persons applied for that first. Later 10 withdrew the applications. Only 52 persons took advantage of this scheme of allotment of land."

The Chief Commissioner further stated during evidence that those who did dairy farming and had cattle, had been offered alternative places to live and to keep their cattle in Gwala Milk Colony near Chandigarh. About 40 families have been settled there.

3.28. The Committee consider that the rehabilitation of agriculturists whose lands have been acquired for the Capital Project should be the first charge of the Chandigarh Administration and a scheme for their rehabilitation should have been an integral part of the Master Plan. The Committee feel that the idea of total displacement of villages whose lands are acquired should now get replaced by the concept of absorbing the villages in the city plans and making them an integral part of the planned development of the metropolis. This would serve three-fold purpose—the problem of rehabilitation of oustees would be resolved; the social tension would be eliminated and a sense of participation in the development process would be imparted in all sections of society.

Allotment and sale of land

3.29. It is stated that "till July, 1961, the plots were allotted at fixed prices to applicants. With the rise in demand thereafter the general policy was to sell them by public auction on free-hold basis. Since 1973, generally, commercial and residential plots have been sold by public auction on lease-hold basis."

3.30. The present procedure of disposal of different kinds of developed plots has been indicated as follows:—

(i) *Residential Plots*:

These plots are generally sold by public auction on lease-hold basis, except in the case of residential colonies to be set up by different departments/autonomous bodies and also to the low paid employees/workers under special schemes. The allotment to the departments/autonomous bodies for their residential colonies is made at the rate of Rs. 40/- per sq. yard. In the case of low-paid employees/workers, 1833 plots were allotted at concessional rates, viz., in 1972-73 @ Rs. 25 per sq. yard and in 1974-75 @ Rs. 35 per sq. yard. It is stated that the Chandigarh Housing Board will be undertaking the construction of more houses to meet the need of Economically Weaker Sections/Low Income Groups.

Under special schemes, plots have been allotted to the following categories:—

(a) Defence personnel	3000 plots @ Rs. 16/- per sq. yard.
(b) Doctors, Engineer, Journalist, Members of Sahitya Academy.	122 plots ranging from Rs. 20/- to Rs. 28/- per sq. yard according to the size of the plot.

(ii) *Commercial Plots*:

All commercial plots are sold by public auction. The scheduled banks and also autonomous bodies are allotted commercial sites in Sector 17 only at the market rates worked out on the basis of the average price fetched in previous auctions. Besides, the sites for petrol pumps are given on lease on annual rental @ 2½ per cent of the market price of the commercial area, where the petrol pump site is located.

(iii) *Industrial Plots*:

Industrial plots in Chandigarh are allotted to bonafide/ genuine industrialists at the pre-determined price of Rs. 15/- per sq. yard. As and when the developed industrial plots are available, applications are invited on the prescribed form through press publicity, along with earnest money of Rs. 1000/- with each application. These applications are initially scrutinised by the Industries Department. The applicants recommended by the Industries Department are interviewed by Negotiation Sub-Committee under the Chairmanship of the Home Secretary, Chandigarh Administration, and such applicants who fulfil the prescribed conditions of allotment of industrial plots and are considered bonafide industrialists, are recommended to the Negotiation Committee under the Chairmanship of the Chief Commissioner, Chandigarh. The decision taken by the Negotiation Committee is considered final for the allotment of industrial plots.

(iv) *Educational, Religious, Cultural and Charitable plots*:

These sites are allotted to the registered bodies who apply on the prescribed form giving precise use of the site, building programme and resources available for the construction of buildings. Such bodies as are representative of public at large and are not individual concerns, are allotted sites for different purposes at the following rates:

(a) Educational . . .	Rs. 10 per sq. yard
(b) Religious and cultural . .	Rs. 30 per sq. yard
(c) Charitable . .	Rs. 20 per sq. yard

In the case of educational sites, the ground rent is charged @ Rs. 100 per acre per annum.

Cost of acquisition and development and price fetched at auction

3.31. Government have indicated that the cost of acquisition of land and its development works out to Rs. 49.34 per sq. yard. However, the average price of land fetched at auctions has, in the case of residential plots, varied between Rs. 85 and Rs. 188 in Phase I and between Rs. 95 and Rs. 144, in Phase II. In the case of commercial plots the price has varied between Rs. 228 and Rs. 1397.

Sale of plots by auction/allotment

3.32. According to the information furnished to the Committee, out of a total of 5990 residential plots disposed of after 1-11-1966, 4955 plots were allotted at a fixed price to different categories of people, while 1035 plots (i.e. 17.3 per cent) were auctioned. All of the 1100 commercial plots were auctioned while all of the 510 industrial plots and 23 plots for the various Institutions were allotted at a fixed price.

3.33. The Committee note that the total number of plots disposed of after 1st November, 1966 is 7623—Residential 5990, Commercial 1100, Industrial 510, and for Institutions 23. They also note that in the case of residential plots, the policy had hitherto been to allot a certain number of plots to low-income group people and certain special categories like Defence Personnel, Engineers, Doctors, Journalists and Members of Sahitya Academy, at a fixed price which was substantially lower than the cost of acquisition and development of land. The Committee feel that the benefit of allotment of developed residential plots at a subsidised rate should be available only to the Economically Weaker Sections of the Society. The Committee recommend that Government should work out a well-considered self-financing scheme for sale of residential plots which may not prove a burden on the Exchequer and at the same time affords benefit to the Weaker Sections of the Society. In the opinion of the Committee, the policy should be to make available developed land at subsidised rate for building houses/flats for the Economically Weaker and low-paid sections of Society, low-paid Defence Personnel and oustees from land and making up the loss by auction of a certain percentage of plots to higher income group and for commercial purposes.

B. HOUSING

Housing requirements

3.34. The housing requirements of Chandigarh for the perspective completion of Master Plan and projected population were analysed in detail by a Working Group in 1972, and sectoral development programme as well as housing schemes were included in the Plan accordingly. The Plan provided for the following:—

(i) Government housing.

(ii) Alternative housing for dwellers in labour colonies.

(iii) Housing for service population belonging to Economically Weaker Section in each sector.

(iv) Industrial housing.

3.35. It has been stated that the housing requirements of Chandigarh as assessed by the Working Group constituted by the Planning Commission in respect of each category are as under:—

Income Group.	No. required	
	1974-79	1979-87
Upto 250.	12500	1100
250—350.	15900	10900
350—500	8000	13200
500—1000	4200	4600
More than 1000	1400	1200
Total :—	42000	31000

Physical Achievements and Plans for construction.

3.36. Though the housing requirements of Chandigarh have been assessed upto 1987, Government have indicated the programme for constructing houses during the Fifth Five Year Plan period only. It is stated that "no long term plan has been drawn up beyond Fifth Five Year Plan." The programme of construction of houses for various categories of people during the Fifth Plan period has been indicated as follows:—

(i) *Government Housing*

3.37. It is stated that the bulk of the houses for Government employees were built during the pre-reorganisation period. After reorganisation the problem of housing for Government employees

became further acute. Out of the 15,661 houses to be built for Government employees, 11,157 houses have already been built. It is proposed to build 350 houses by the end of the Fifth Plan period. 120 houses of various categories are under construction.

(ii) *Alternative housing for Dwellers in labour colonies.*

3.38. It is stated that the original Master Plan did not visualise the housing problem of economically weaker sections of the society, *viz.*, artisan, domestic labour, labourers involved in the construction of the city etc. During the last 20 years several labour colonies and slums developed in and around the city. It is estimated that about 6,000 families are living in these colonies. Besides the fact that these families are living under sub-standard conditions, the land occupied by them is valuable and is required for completion of the Master Plan. The Administration has, therefore, planned to provide alternative tenements to them. A scheme to build 6,000 tenements was finalised in the last year of Fourth Five Year Plan (1973-74) at a total cost of Rs. 3.6 crores. An outlay of Rs. 1.5 crores has been approved in the Fifth Five Year Plan, and 2750 houses are estimated to be constructed during this period. Construction of 1200 houses was undertaken, out of which 584 tenements have already been completed, and 616 tenements are under construction.

(iii) *Housing for service population belonging to Economically Weaker Sections.*

3.39. It is stated that the Union Territory Administration has decided that in each new sector adequate housing should be provided for the economically weaker sections which constitute about 25 per cent of the population of each sector. This would help to avoid growth of slums in future. While the bulk of these houses will be constructed by the Housing Board, provision has been made in the Fifth Five Year Plan to the tune of Rs. 70 lakhs for construction of 1200 tenements. Construction of 260 houses was started in 1974-75, out of which 130 houses are nearing completion.

(iv) *Industrial Housing*

3.40. The Industries allowed in the city are primarily small scale and service industries with the result that the housing for industrial workers could not be taken up by the employers. The Government have decided to meet this burden also and 368 houses were constructed for industrial workers. In 1974-75, construction of 104 tenements has been started, and 126 more tenements are proposed

to be constructed by the end of the Fifth Five Year Plan making a total of 230 tenements for industrial workers.

3.41. Thus during the Fifth Five Year Plan, the following residential accommodation is likely to be constructed:—

Government housing for government employees . .	350
(ii) Alternative housing for dwellers in labour colonies.	2750
(iii) Economically weaker sections. . . .	1200
(iv) Industrial workers . . .	230
Total :—	4530 dwelling units.

3.42. It was noticed that the bulk of the housing requirements for the period 1974—79 fell in the low income category. The representative of Government during evidence was asked whether Government had considered the feasibility of a crash programme of construction of houses for low income group including weaker sections through concerted efforts of both the public and private sectors. Replying to the point, the Chief Commissioner of the Union Territory of Chandigarh stated that 70 per cent of the houses were for those who had an income of less than Rs. 350 per month. According to him about 4000 units were to be constructed by the Union Territory Administration, and about 2000 units were expected *via* the mechanism of Housing and Urban Development Corporation. In all about 6000 units were expected to be constructed for people falling within this income group by 1979. As for the economically weaker sections of the society, whose income was below Rs. 350 per month, he further stated that Government did not expect that they could come forward with much of private savings for constructing houses for themselves. Therefore, Government's programme was to construct these houses and either let them out on rent or give them on hire purchase system so that they could become owners of these houses after a certain period.

Establishment of Housing Board

3.43. The Haryana Housing Board Act has been extended to the Union Territory of Chandigarh with necessary modifications, and a Housing Board for the Union Territory of Chandigarh has been constituted in 1975. At present it is a one member Housing Board

consisting of the Finance Secretary, Chandigarh Administration. The Board will construct houses for economically weaker sections, low-income group and middle income group people and sell it on hire-purchase basis. For the present the Board proposes to construct 496 houses for economically weaker sections, 140 houses for low-income group and 50 houses for middle income group people at a total cost of about 1.12 crores and a composite scheme has been sent to Housing and Urban Development Corporation (HUDCO), New Delhi, for sanctioning loan for this purpose. The scheme is still under scrutiny by the HUDCO.

Problem of slums.

3.44. It has been represented to the Committee that the planning of the city of Chandigarh was defective inasmuch as the housing needs of community services such as sweepers, dhobis, labourers, cobblers, dairymen etc., and the oustees from lands acquired by Government were not provided for adequately with the result that as their population grew, their huts also grew in clusters and assumed the form of slums. From time to time the demolition squads were despatched to demolish shops and houses, creating acute human problem, but no thought was given to the rehabilitation problems of all these classes of people. It has been represented that the original city plans of Chandigarh should be revised radically to provide for the construction of a sizeable number of shelters for the low-income group people and those providing community services.

3.45. On the subject of slums, a non-official witness stated before the Committee as follows:—

> "All the oustees have not been provided with sites. Also every person who is provided a site cannot build a house. The problem should be dealt with individually. Some will require sites, some will need constructed houses on rent. The problem has not been dealt with in its totality."

3.46. Government were asked to state whether any survey was made of the slums in the city of Chandigarh and what action was under way to contain the problem. They have stated that a survey was conducted of the problem of slums and according to the information collected, there were as many as 10 unauthorised colonies in which slum-like conditions prevailed. A total of 7004 families were living in those colonies. A scheme known as "Licensing of Tenements/Transit Site of Chandigarh 1975" has been taken up by the Administration, which *inter-alia* provides rehabilitating them in

Tenements and Transit Sites. As already stated in an earlier paragraph, the housing plans of the Chandigarh Administration provide for alternative housing for dwellers in labour colonies which have in course of time developed slum conditions. It is proposed to build 6000 tenements, and a scheme has been finalised in the last year of Fourth Five Year Plan (1973-74) at a total cost of Rs. 3.6 crores. An outlay of Rs. 1.5 crores has been approved in the Fifth Five Year Plan, and 2750 houses are estimated to be constructed during this period. Construction of 1200 houses was undertaken, out of which 584 tenements have already been completed, and 616 tenements are under construction. So far 465 families have been shifted to newly constructed tenements and 422 families have been shifted to Transit Sites. As and when the tenements are constructed, more families will be shifted to tenements.

Preventive Measures.

3.47. Government were asked to indicate the measures taken by them to prevent the influx of people in the city of Chandigarh leading to accentuation of the problem of slums. They have replied that in addition to rehabilitation, separate staff has been provided to see that no further unauthorised construction takes place in the city. The policy has also been changed to provide greater number of sites to economically weaker sections and low income group people.

3.48. The Committee note that according to an assessment by a Working Group constituted by Planning Commission, the housing requirements of Chandigarh by the end of the Fifth Plan period (i.e., 1978-79) are 42,000 dwelling units and by 1986-87 another 31,000 dwelling units. The Committee, however, find that no long term plan has been drawn up beyond the Fifth Five Year Plan period. The Committee recommend that the housing problem of the Union Territory should be tackled on a short, medium and long term basis and schemes for housing should be prepared accordingly to meet the requirements of all sections of society, particularly the weaker sections, keeping in view the overall requirements by the year 1986-87 to synchronise with the time-span envisaged in the Master Plan of the territory.

3.49. The Committee find that although the housing requirements by the end of the Fifth Plan period have been assessed as 42,000 dwelling units, the programme of construction approved for implementation during the Fifth Plan envisages construction of 4,530 houses of various categories only. The Committee consider that the programme of construction during the Fifth Plan period would touch only a

fringe of the problem. The Committee would like Government to explore the possibility of encouraging persons to build their own houses by arranging housing loans on soft terms as also by undertaking construction of houses during the Fifth Plan period especially for the weaker sections and low income group people, so as to make a substantial dent in the housing problem of people of these categories.

3.50. The Committee also recommend that the houses to be constructed by Government should be functional and these should serve as a model for the neighbouring States to emulate. A continuous watch should be kept on the designs of these houses with a view to affect improvements as required.

3.51. The Committee are surprised that the housing requirements of the service population which constitutes mainly the Economically Weaker Sections, were not visualised by Government earlier with the result that as the population in the various Sectors of the city grew, the service population had to take shelter in improvised housing, giving rise to slum conditions. Government have now undertaken the construction of tenements and in 1974-75. 260 such tenements were under construction. The Committee recommend that sector-wise requirements of service population should be assessed and a phased sector-wise programme should be drawn up for construction of tenements for this class of people, particular attention being paid to houses for "Safaiwalas, Dhobis etc."

3.52. The Committee further recommend that at least in the 17 Sectors being developed in Phase II of the Master Plan, this shortcoming should not be repeated and housing for the service personnel should be concurrently provided for.

3.53. The Committee note that Government have undertaken a scheme of housing for industrial workers and a total of 2.30 such tenements are proposed to be constructed by the end of the Fifth Five Year Plan period. The Committee consider that such of the industrialists as are making sizeable profits in their industrial units should also be required to make a contribution towards housing for their employees and the entire burden of providing industrial housing should not fall on the public exchequer. The Committee recommend that Government should draw up a scheme providing for the participation of the private industrial sector in building houses for the industrial workers.

3.54. The Committee note that a Housing Board has been constituted for undertaking housing programmes in the Territory for

different categories of people with the assistance of the Housing and Urban Development Corporation. The Committee consider that this is a step in the right direction and hope that the Housing Board would play a crucial role in meeting the housing requirement of the people of Chandigarh. The Committee would, however, like Government to augment the composition of the Housing Board suitably, which is at present composed of only one member, viz., the Finance Secretary.

3.55. The Committee regret that the Master Plan did not visualise the housing problem of the economically weaker sections of society viz., artisan, domestic labour, labourers involved in the construction of the city etc., with the result that slum-like conditions have come into existence in the planned city of Chandigarh. It is only in the last year of the Fourth Five Year Plan (1974-75) that a scheme for building tenements for this category of people was approved. There are as many as 7004 families living in slum areas who have to be provided alternative accommodation, and it is proposed to build 2750 houses at cost of Rs. 1.5 crores during the Fifth Plan Period. The Committee would like Government to study in detail the causes which have led to the creation of slums and take concerted measures to overcome the current prblem. The lessons learnt from this study should also be circulated to all concerned, so that future town planning is done in an integrated manner and recurrence of such situation is avoided. At the same time, the Committee would like Government to take effective preventive measures to ensure that new slums are not created in future and that Chandigarh attains the distinction of a city without slums.

CHAPTER IV

GENERAL

A—Industry

Scope of industrialisation

4.1. According to the Administrative Report in respect of the Union Territory of Chandigarh (1974-75) "in executing schemes for development of industries, a firm decision has been taken to ensure that only servicing industries, which do not spoil the environments or cause pollution, will be allowed in the Chandigarh complex." Amplifying this, the representative of the Department of Industrial Development stated:—

> "This is a heavily urbanised area and the population is really government service and educational service-oriented. There are hardly any resources which can sustain a rapid industrial development. But the redeeming features are that there is a very good entrepreneur class and a technical institution. The other limitation is that because of the Master Plan requirements prohibiting noxious industries, the emphasis has been mainly on need-based industries and developing technical skills, especially, in the development of an electronics complex which has made very good progress in Chandigarh."

4.2. Government were asked to state whether any survey of the industrial potential of Chandigarh had been made and what were the proposals for accelerating the development of industries at Chandigarh. It is stated that in order to find out industrial potential of Chandigarh, two surveys were conducted, one by Small Industries Service Institute, Ludhiana and the other jointly by Industrial Development Bank of India, Delhi Financial Corporation and Chandigarh Administration. These surveys indicated that Chandigarh was more suited for small scale industries rather than large scale and that there was good scope for the development of electronic instruments, auto-mobile parts, bolts and nuts, door locks, miniature bulbs, ancilliary units for tractor parts, grey iron castings for tractors and

automobiles, ball/roller bearings, lead acid storage batteries and television manufacturing/assembling. These surveys also indicated that cottage type of industries had better scope for development as hundreds of family members of Office-goers who were finding it difficult to pull on during these days of economic hardships, were available to carry on these industries.

Measures taken to accelerate industrial development.

4.3. In order to accelerate the pace of development of industries in the Union Territory of Chandigarh, an industrial area, covering 474 acres of land was set up to the east of the town and south of Chandigarh—Kalka—Simla Road. The growth was phased in two stages. The first stage has been completed, and the implementation of the second stage is in progress. Chandigarh industrial area has a few large scale units, but the other units are either medium scale or small scale. The overall investment of industries in the private sector is estimated at Rs. 18 crores, including Government loans of Rs. 55 lakhs, disbursed to 580 parties. The annual industrial production is estimated to be Rs. 10 crores. These industries provide employment to about 9,000 workers. Some units have started exports of industrial goods to foreign countries including U.S.A., Australia, England, the African countries and the Middle East. The important items of export are bathroom sanitary fittings and electric appliances. On an average industrial goods worth Rs. 40 lakhs are exported to foreign countries annually.

4.4. The Administration has stated that they have embarked upon a number of new schemes, a few of which are detailed below:—

(i) *Electronic Instrumental and Design Centre.*

The Administration has recently set up an Electronic Estate for the benefit of units manufacturing or proposing to manufacture electronic products. For this purpose 12 entrepreneurs have already been selected and land at cheaper rates has been allotted to them. About 20 more entrepreneurs will be selected for which applications from suitable persons have already been invited which are beings examined. In order to render common facilities such as testing, design development, quality control, calibration and product development, an Electronic Testing and Development Centre has been set up in collaboration with Electronics Department of Government of India. The total capital outlay envisaged on the Centre would be Rs. 46.00 lakhs.

(ii) *Common Facility Centre for Handicrafts.*

There is concentration of Handloom Weavers at Manimajra, who are engaged in Duree Weaving. For providing dyeing facilities to them, the Administration has set up a Dye-House at Manimajra. It is proposed to set up a modern kiln for the benefit of Potters engaged in glazed red pottery.

(iii) *Scheme for Educated unemployed*

To meet the growing needs of the Industrial plots, an additional area of 480 acres is being developed. Educated unemployed, like Graduate Engineers, Diploma-holders etc. are encouraged to set up industries and schemes for their benefit, namely:—

(a) Seed Capital/margin money assistance to entrepreneurs;

(b) Special entrepreneurial training course at the Punjab Engineering College; and

(c) Training of unemployed technical hands,

have been prepared under the Employment Promotion Programme.

(iv) *Grant of financial assistance*

Loans to the extent of Rs. 50,000 are advanced to industries on cheaper rate of interest. For loans exceeding this, share capital is provided by Delhi Financial Corporation which caters to the needs of industries located at Chandigarh also.

Setting up Industrial Development Corporation

4.5. The Working Group constituted by the Planning Commission to examine proposals of Chandigarh Administration in Draft Fifth Five Year Plan recommended that the Administration might set up an Industrial Development Corporation with Rs. 15 lacs as share capital including Rs. 5 lacs provided under the Half-a-Million Jobs Programme. It was added that the Corporation would then be able to raise adequate institutional finance for construction of sheds in the Industrial Estate which the Administration had proposed to construct at an estimated cost of Rs. 1 crore. In pursuance of these recommendations, the Chandigarh Small Industries Development Corporation has already been set up. It is catering to the needs of Small Scale Industrial units by procuring and distributing various indigenous and imported raw materials, at reasonable rates. It is

stated that the economics of the scheme for setting up the Corporation has not yet been worked out. However, the Corporation did a business of Rs. 31.34 lacs in about 5 months in 1974-75 showing a profit of Rs. 0.88 lakhs, during the year 1974-75.

Establishment of Industrial Estate

4.6. It is stated that in the Draft Fifth Five Year Plan, a proposal was made for constructing an Industrial Estate of 152 sheds at an estimated cost of Rs. 1 crore for entrepreneurs particularly technical Engineers passing out from the local Engineering College thereby creating employment for 750 persons in the first instance. No allocation was, however, approved in the Fifth Five Year Plan, of Chandigarh by the Planning Commission, but it was suggested that the Industrial Estate may be set up by the Chandigarh Small Industries Development Corporation. In the layout plans of industrial area, 3 sites have been provided to be developed as industrial estates as under—

Phase I—99 sites/sheds of different sizes.

Phase II—(i) 184 sites/sheds (ii) 138 sheds.

The sites are proposed to be allotted to the Corporation which will construct sheds for leasing them to the entrepreneurs. The Corporation has initiated action for taking up construction of first batch of 47 sheds of 80'×22' size each.

Utilisation of commercial plots.

4.7. The representative of the Ministry was during evidence asked to state the procedure followed for ensuring that the industrial plots allotted to the parties were utilised for the purpose for which they were allotted. In reply he stated that one of the conditions for allotment of these plots was that if they were misutilised, they were subject to resumption. He also revealed that in a survey which was conducted, 39 plots were found to be not utilised in accordance with the terms of lease, but according to him, the faults and deviations were "not major".

Development of Rural Industries

4.8. It has been represented to the Committee that "little initiative has been taken by Chandigarh Administration for the rural development.....Even Khadi has not received much encouragement. Agro-Industries, poultry, dairy farm, Khandsari, can be organised. Some new industries can be introduced as cottage industry, like Amber Charkha. But no attempt has ever been made to do so."

4.9. During evidence also an eminent public man has submitted before the Committee that the Chandigarh Administration "neglected very much the rural industries. Virtually they have taken away most of the very fertile lands from the rural people and they have been dispossessed and they made it very difficult for these people to start any industry with the meagre compensation that they get..... Therefore, I would suggest that more attention should be paid for the development of the rural industries or the development of small scale industries in the rural areas. These are the people who need the help most because they have lost their lands."

4.10. The representative of the Government was during evidence asked to indicate reaction of the Government to the above representation, he was also asked whether Government had in the past examined the scope of development of rural industries and if so, with what results. He replied:—

> "The point is well taken. Though the rural area is limited and is also fast being reduced, there is a scope, as has been indicated by the Committee, for developing cottage and village industries and the progress so far shows that there is also good scope in the urban areas. Out of 45 units financed for Khadi and Village industries, 11 are in rural areas and 34 are in urban areas. The loans advanced have been Rs. 5 lakhs and grants—Rs. 1.16 lakhs and the industries taken up are soap-making, leather-tanning and leather goods etc. There is scope and this will be further stepped up."

4.11. The Committee note that Government has taken a firm decision "to ensure that only servicing industries, which do not spoil the environment or cause pollution will be allowed in the Chandigarh complex." They feel that a permanent solution of the problem of persons displaced by acquisition of their lands for the Capital Project and of the educated unemployed lies in providing them opportunities for taking up suitable avocations to be generated by the development of small scale and cottage industry in the Union Territory. The Committee, therefore, recommend that Government should take energetic steps to chalk out and implement a comprehensive programme for development of such small scale, cottage and agro-based industries as have large potential for self-employment like electronics, poultry keeping, dairy-farming, Khandsari, Ambar Charkha, soap making, leather tanning, weaving, Service establishments

etc. in the Union Territory, and provide assistance to the neo-entrepreneurs in the shape of loans, technical know-how, provision of essential inputs at reasonable rates by a single agency and arrangement for unified marketing of their produce.

B—Poultry Project

4.12. The idea of setting up of Poultry Project, Chandigarh was conceived with the purpose of making an integrated approach towards the programme of (i) supply of quality chicks to the Poultry farmers, (ii) supply of balanced poultry feed to the farmers and (iii) undertaking of marketing of eggs and poultry meat. The Project was set up in the year 1963-64. In 1965, the Punjab Poultry Corporation Limited (still an undivided erstwhile Punjab Government Undertaking) came into being and the subjects of feed supply and egg marketing were transferred to it. Consequent upon the re-organisation of the State of Punjab, the Project fell to the share of Union Territory, Chandigarh and ever since than Chandigarh Administration has been managing the Project. The Chandigarh Administration and the successor Punjab Government, with a mutual agreement, have placed the Project Laboratories at the disposal of Punjab Government free of any rent and in lieu of this the Laboratories cater to the needs of Poultry Project free of any charges. Excluding the Laboratories, the Poultry Project, Chandigarh, consists of three wings, namely:—

(i) Breeding Farm, with a capacity of 1 lakh eggs hatchery;

(ii) Broiler Farm, capable of producing 1,26,000 broilers per year.

(iii) Dressing Plant, with a capacity to dress, pack and freeze 5000 birds a day.

Dressing Plant

4.13 The most important wing of the Project is the Dressing Plant which was gifted by the USAID in the year 1966 and commissioned in March, 1968. The capacity of the Plant is 7.5 lakh birds annually. The utilisation of the capacity has, however, been indicated as under:—

1973-74	1,39,969
1974-75	1,40,651
1975-76 (upto 9-1-76)	94,505

Government have indicated the reasons for the low-utilisation of the capacity as under:—

(i) The Broiler industry is new to India and this required steady consumer's education to bring him round to appreciate the qualitative difference between the 'Broiler' and the commonly used 'spent-up hen' at cheaper rates which is only seasonal. It, therefore, required concerted effort and time to establish marketing of this new venture. The broiler has been on competition with the spent-up hens and surplus cockerals of egg-type breeds which are sold in the market without skin at cheaper rates.

(ii) To begin with effort was made to encourage poultry activity among the farmers by giving them assured market at remunerative prices. The farmers were also given one-day old chicks at subsidised rates and were required to bring back broilers after 9-10 weeks' rearing for dressing to the Plant. This experiment, however, did not prove successful as the farmers did not bring the broilers to the Plant but disposed them of in the open market.

4.14 Asked to indicate the steps taken for the optimum utilisation of the Plant, Government have stated that in order to get over the problem of short supply of birds for dressing in the Plant, the Administration has set up Broiler Rearing Farm. The rearing capacity of this farm during the current year (1975-76) is 1.80 lakh birds. 20,000 birds will be purchased from the Poultry farmers, thus making a total of 2 lakh birds for supply to the Dressing Plant. It is stated that the rearing capacity by the end of 1976-77 is expected to be a little above 4 lakh birds and it will remain the same during 1977-78 and 1978-79.

Economic viability of the Plant

4.15. It is stated that upto the year 1972-73, annual losses were of the order of Rs. 94,167. However, during the years 1973-74, 1974-75 the plant has shown profits of Rs. 54,183 and Rs. 2,94,832 respectively.

Provision in the Fifth Plan

4.16. Under the Fifth Five Year Plan, it is proposed to construct another 12 breeding sheds and 21 broiler sheds. Apart from the sheds, expansion of hatchery building and construction of another

cold-store to hold the chicken produce are also envisaged in the Fifth Five Year Plan.

4.17 The Committee note that although the capacity of the Dressing Plant of the Chandigarh Poultry Project is 7.5 lakh birds annually, during 1974-75 only 1.4 lakh birds were dressed in the plant, and during 1975-76, the position is not likely to improve much. Even with the setting up of the Broiler Rearing Farm, the utilisation by the end of 1976-77 is expected to be no more than 4 lakh birds. The Committee regret that the problem of regular supplies of birds for the Dressing Plant was not envisaged well in advance leading to the present situation of 5/6th of the capacity of the plant remaining unutilised. The Committee recommend that urgent steps should be taken to utilise the capacity of the various facilities of the Plant at the optimum level so that besides augmenting the general availability of the poultry products, the Project may become an economically viable unit.

C—Water Supply

Demand of water supply

4.18. It has been represented to the Committee that the present water supply system at Chandigarh is hardly satisfactory or adequate to meet the growing need of the population of the city or its extending boundaries. It is suggested that the scheme for bringing water from Bhakra Canal System should get a higher priority and be implemented without any further delay.

4.19. In this connection, Government have stated that the present source of water supply to the Union Territory of Chandigarh is ground water, which is being pumped by tube-wells. The present requirement of water is 42 million gallon daily (mgd.). By the end of the Fifth Five Year Plan, the requirement of water is likely to rise to 55 mgd. and by the end of the Master Plan, *i.e.*, 1987, to 95 mgd.

Availability of water supply

4.20. As against the present requirement of 42 mgd., the availability from tube-wels is 27 mgd. Government have stated that extensive ground water surveys were carried out with the help of the Geological Survey of India and it has been confirmed that for the ultimate needs of the city an alternative source of water supply has to be adopted. Originally it was proposed to obtain the water

supply from Ghagar Dam which was to be constructed across river Ghagar. However, now the Ghagar Dam Project has not been found workable and it has been proposed to bring water from Bhakra Main Line near Morinda at a distance of about 25 km. from Chandigarh. The total scheme is estimated to cost Rs. 11 crores, out of which in the first phase Rs. 7 crores are proposed to be spent. The scheme will be financed partly by taking a loan from the Life Insurance Corporation and partly from internal resources.

4.21. It is further stated that keeping in view the fact that the project was envisaged to have been launched in 1974, addition of tube-wells during the Fifth Five Year Plan was limited to only 28. More tube-wells could possibly not be installed, the underground water potential being limited and the space for the tube-wells in the Union Territory inadequate. With this arrangement the shortage of water was expected to continue during the period of implementation of the scheme. If the scheme as envisaged for the Fifth Plan period is implemented, the availability of water will increase from 27 mgd. to 40 mgd. at the end of the Plan period, which will be still short of the requirement by 15 mgd. The availability is however expected to match the requirement in full (95 mgd.) at the end of the Master Plan *i.e.*, 1987.

4.22. As regards the stage of the proposal of loan from the LIC, the Chandigarh Administration have stated that they have taken necessary action for various pre-requisites in connection with the implementation of water supply project. The LIC have since examined the proposal and are prepared to advance loan provided certain other pre-requisites are met with. According to Government the project will make further headway "as soon as formalities for the formation of Water Supply Board are completed." During evidence, the Chief Commissioner, Chandigarh, stated that the project would take four years to complete from the date of commencement of work. He further stated:

> "We do hope that it will be possible for us to start it in the next financial year. A Bill has to be passed by Parliament to establish a statutory authority. The formal agreements have to be obtained and the LIC has to clear it. We are after this scheme and, in fact, we are trying to get it expedited."

4.23 The Committee observe that the current requirement of water for the Chandigarh complex is 42 Million Gallon Daily (MGD) which is likely to rise to 55 MGD by the end of the Fifth Five Year Plan

period and to 95 MGD by the end of the completion of Master Plan i.e., 1987. As against the requirement, the present availability, which is only through tube-wells, is 27 MGD only. The Committee are informed that the possibility of augmenting the supply through tube-wells is limited and alternative sources of water supply have to be tapped and a scheme for bringing water from Bhakra Main Line estimated to cost Rs. 11 crores has been mooted.

4.24. It was well-known right from the inception of the Chandigarh Capital Project that there would be shortage of water and the tube-well supply would not be adequate to cope with the requirements of the projected population. The Committee regret that Government took no action during all these years to tap alternative sources of water for the Union Territory with the result that the existing supply has fallen far short of the requirements. As valuable time has been lost, the Committee would like Government to take concerted measures for augmenting the water supply through alternative sources without delay so as to avert a possible water crisis in the near future.

D—Power

Availability of Power

4.25. In a written communication to the Committee, Government have stated that Chandigarh gets energy and power from the following sources:—

(i) Bhakra Generation Complex

(ii) Badarpur Thermal Plant.

Availability of power from Bhakra Generation Complex in which Chandigarh has a share of 3.5 per cent after meeting the allocation of common pool consumers, varies from time to time depending upon the quantum of power generated there. Against unrestricted daily requirement of six lac units per day, availability at present is 4.6 lac units as per details below:

(i) Bhakra Generation Complex . .	3·6 lac
(ii) Badarpur Thermal Plant	1·0 lac
Total	4·6 lac

In addition to above, Punjab and Haryana States have diverted from their own quota to this Administration 0.3 lac and 0.4 lac units per day respectively. The total availability at present is thus 5.30 lac units. The deficit is, therefore, of the order of 0.70 lac units.

4.26. It is stated that in view of the fact that availability of power from Badarpur is quite irregular, the Administration finds it difficult to regulate power supply in the city. Moreover, being deficit in energy new connections are being released restrictedly and other curbs such as ban on ostentatious lighting and use of heaters has been imposed. On Industrial consumers 30 per cent. cut also continues. To cover this deficit and to meet the future growing requirements, requests have been made by the Administration to the Ministry of Energy for allocation of power from Central Generation Projects being located in the Northern Region. During evidence before the Committee, however, the Chief Commissioner stated as follows:—

> "This issue has been sorted out. The Ministry of Energy has assured us of the power supply. All the cuts have been withdrawn. They have assured us that in foreseeable future there will be no problem of power supply to Chandigarh. A new survey of power requirements is being undertaken because it is felt that earlier surveys were not giving a good picture. A new survey is being conducted by the Ministry of Energy and they have assured us that the requirements of Chandigarh will be well taken care of."

Revenue Receipts and Expenditure

4.27. It is stated that the revenue receipts from the sale of power have increased from Rs. 50 lakhs in May, 1967 to Rs. 1.20 crores by the end of the Fourth Plan period and the number of consumers had almost doubled during this period. But due to "substantial increase in the salaries/wages and exorbitant rise in prices, the overall expenditure, after meeting interest and depreciation charges, is more than the receipts." To cover this deficit, the Administration has prepared a case for the upward revision of the tariff which is stated to be "under the consideration of the Government."

Rural Electrification

4.28. As per 1971 census there are 26 villages in the Union Territory of Chandigarh. It is stated that all these villages were electrified by the end of March, 1972.

4.29. The Committee note the assurance given to them during evidence by the representative of the Government that "in the foreseeable future there will be no problem of power supply to Chandigarh."

4.30. The Committee observe that the revenue receipt on account of sale of power is less than the expenditure and consequently a proposal is under the consideration of Government to increase the tariff. In this connection, the Committee would like to point out that power is one of the basic inputs for all developmental activity and a cheap and adequate power supply system sets the pace for area development. There is, therefore, the need for observing utmost economy in administrative expenditure on the generation, distribution and sale of power so as to keep the tariff to an economic minimum.

E—Education

General Education

4.31. It is stated that since the formation of the Union Territory, there has been a rapid progress in the field of Education. The following tables show the increase in the number of teaching institutions and enrolments:—

Number of Institutions

Type of Institutions.	1966-67			1974-75		
	Govt.	Non-Govt.	Total	Govt.	Non-Govt.	Total
1. Colleges . . .	4	3	7	4	6	10
2. High/Hr. Sec. Schools .	10	3	13	20	13	33
3. Middle Schools . . .	2	7	9	7	14	21
4. Primary Schools . . .	31	1	32	31	8	39
5. Pre-primary Schools .	2	—	2	15	..	15
Total:—	49	14	63	77	41	118

Enrolment

Stages	Enrolments			1978-79
	1966-67	1974-75	1975-76	(Proposed)
Pre-primary .	100	2200		
Classes I—V . .	17000	34700	36,300	44100
Classes VI—VIII .	8100	14700	15,300	18600
Classes IX—XI	5800	8100	..	
Colleges	..	18000	..	..

4.32. The following improvements are stated to have been affected in the educational programme and curriculam:

(a) The Administration has introduced ney syllabus at Middle stage with assistance of UNICEF from the year 1973-74. Science kits have been provided to schools and 600 science teachers have been given in-service training. The subject of Needle work etc. has been replaced by Domestic Science.

(b) Audio-Visual Unit has started recently which has been strengthened from the commencement of the 5th plan.

(c) In order to reduce wastage and stagnation, following steps have been taken:

(1) Ungraded system has been introduced which will be extended to cover all Primary Classes.

(2) In order to cut down failures, a special test is held in May and the students who qualify the test are promoted to next class.

(3) Classes for weak students have been started in three schools.

(d) Class room furniture for about 7000 children has been provided.

(e) Milk-feeding programme was started for Primary school children. At present 8500 children are being covered.

(f) In order to bring the children of weaker sections of society, to schools attendance scholarships @ Rs. 4/- p.m. for 500 children are provided. Free books, stationery and uniforms are also provided to 2500 children annually.

(g) Following scholarships have been sanctioned on merit-*cum*-means basis:—

Middle stage	:	30	= beneficiaries	:	90
High School	:	30	= beneficiaries	:	60
University	:	27			

Technical Education

4.33. Following technical education institutions are functioning in Chandigarh:

(i) Punjab Engineering College, Chandigarh. (Running 7 undergraduate & 5 post-graduate courses).

(ii) Chandigarh College of Architecture.

(iii) Central Polytechnic.

(iv) Government Polytechnic for Women.

(v) Government College of Arts & Crafts.

(vi) Woodcrafts Institute.

(vii) Industrial Training Institute.

(viii) Government Central Craft Institute for Women.

All these Institutions are well equipped and have been further strengthened and facilities of evening classes for the working people to acquire technical skill and knowledge have been provided by the Administration.

Sports and Youth Welfare Programmes

4.34. It is stated that the Sports Department in the Union Territory Administration started functioning with the annual Budget of Rs. 2.04 lacs in the year 1967-68 and as a result of expansion of sports activity, the Budget for 1975-76 is Rs. 4.54 lacs. In November, 1966, Coaching Centres were being run for Hockey, Foot-ball, Cricket Atheletic, Basket-ball, Volley-ball, Water sports and Yoga. Subsequently, new Coaching Centres were started in respect of Gymnastic,

Roller Skating, Badminton, Basket-ball Coaching for Women and Yoga Programmes expansions. Games and training facilities to the people from all walks of life are provided at various Coaching Centres regularly. Competitions and tournaments are organised on a large scale.

Museum and Art Gallery

4.35. The Administration has set up a Government Museum & Arts Gallery in Chandigarh. A Museum of Science has also been recently added.

Universalisation of elementary education

4.36. Government were asked to indicate the extent to which it had been possible for them to achieve the target of universalisation of elementary education in the Union Territory. In reply it is stated that due emphasis has been laid on the achievement of this target as is evident from the fact that by the end of the Fourth Plan Period, in the age-group of 6—11 years, 98 per cent of the children were going to schools. The Administration hopes that by the end of the Fifth Plan period, the target of universal elementary education would be achieved. However, during evidence before the Committee the Chief Commissioner of the Union Territory stated that the administration had not been able to make concerted effort in this direction, as "the funds which were originally proposed in the Fifth Plan were drastically cut by the Planning Commission."

4.37. In a subsequent written communication, Government have stated that despite the drastic slashing down of funds by the Planning Commission, the priority for elementary education has been maintained and the coverage in the age group 6—11 years will be nearly 106 per cent by the end of Fifth Plan.

Introduction of 10+2 pattern of school education

4.38. It is stated that the Administration has decided to introduce new courses of study prepared by the Central Board of Secondary Education, New Delhi in the 9th class from the academic year 1976-77. These courses will include Physical Education and Work Experience as an essential part of the curriculum. In regard to the introduction of the 10+2 pattern of school education, however, it is stated that the question is "tied up with the pattern of education to be ad-

opted by the Punjab University and the neighbouring States." Amplifying this during evidence, the Chief Commissioner stated:

> "The plus two stage will come up only two years later that would be 1978-79 and by that time it is expected that the adjoining States would not only have taken a decision but would also have introduced the new pattern. According to the latest information which we have, Himachal Pradesh has already taken a decision to introduce the plus two system. The Punjab University has in principle accepted it and they are going to take a decision very shortly.... As for the State of Haryana, the Government of India is persuading them to take an early decision because this is an All-India policy and a decision has been taken at an all-India forum of the Central Board of Education where all the State Ministers of Education were present. So we expect the States will accept this decision and, after the next two years, the problem would not arise."

20-Point Programme for Students

4.39. During evidence, the representative of the Ministry was asked to indicate the action taken in implementation of the 20-Point Programme in so far as students were concerned. He replied that under the 20-Point Programme for the welfare of student community, the Administration had taken the following steps:—

(i) For the benefit of 9,000 students, regular monthly supply of sugar, rice, wheat-atta and vegetable ghee, in sufficient quantities was being made available to all the students, hostels and canteens.

(ii) The Super Bazar, Chandigarh was making supply of exercise books and stationery articles to the students at cheaper and controlled rates. Special steps were taken to get exercise books fabricated departmentally out of the concessional paper supplied by the Government of India. All the Heads of Educational Institutions had been instructed to purchase exercise books and stationery articles from the Super Bazar for supply to students who could also make direct purchases. There was now no shortage and prices in the open market had come down to about 25 per cent.

(iii) Co-operative Stores had been opened in almost all the Colleges for meeting day-to-day requirements of the students. These stores were supplying books, stationery items and other goods of necessity to the students at cheaper rates as compared to market. Discount was allowed to the students on the books from 10 per cent to 20 per cent on the printed price.

(iv) Book-banks had been opened in almost all the colleges and technical institutions. About 4000 students were benefitting from these banks. In Punjab Engineering College, the total stock of books in the Bank was of 4704 volumes. The text books were given to the poor and deserving students from time to time out of these Banks. With the availability of funds, more books were being procured for the Banks. It was also proposed to open Book-banks in the Middle|High|Higher Secondary Schools in the next year.

(v) For the benefit of students, Institutions and most of the High/Higher Secondary Schools. These provided a variety of reading material to the students. In addition to the institutional libraries, there were also other libraries in Chandigarh, namely—

(a) T.S. Central Library;

(b) Punjab University Library;

(c) Library of the Government Museum;

(d) Gandhi Samark Nidhi Library;

(e) Dwarka Dass Library.

All these libraries adequately served the need of the student community in Chandigarh.

4.40 The Committee note that in the Union Territory of Chandigarh 98 per cent of children in the age group of 6—11 years were going to schools by the end of the Fourth Plan period. The Committee hope that consistent effort will be made to achieve universalisation of elementary education at least by the end of the Fifth Plan period. The Committee, however, suggest that there should be one model

school in a group of peripheral villages so that the facilities of good education are within the easy reach of the children of the people living in rural areas.

4.41 In regard to the introduction of 10 plus 2 pattern of Education, the Committee would like to reiterate their view expressed in para 3.62 of their Seventy-ninth Report (Fifth Lok Sabha) on the Youth Education etc. that there is need for making a most careful, well prepared and well co-ordinated approach in the important matter of introducing the 10 plus 2 pattern of school education.

4.42 The Committee are glad to learn that Chandigarh administration had endeavoured to implement the Prime Minister's 20-point programme for students in the Union Territory of Chandigarh. They hope that the implementation of programme will be reviewed from time to time with a view to remove any snags and effect improvements to make it a success.

F. Public Transport

4.43. The Public transport in Chandigarh is served by a departmentally-run 'Chandigarh Transport Undertaking'. It is mainly operating local services within the city and for the surrounding villages. The fleet of the Undertaking, at present, is 73 vehicles out of which 50 are operating on local routes and 23 on district routes. Upto 31-3-1974 the development programme of the Undertaking was not included in the Plan. The increase in fleet was made on the non-Plan side. With effect from 1-4-1974, the development programme was effected as a Plan scheme.

4.44. It has been represented to the Committee in several memoranda that the local public transport system in Chandigarh is unsatisfactory, that the condition of buses is bad and their service infrequent.

4.45. Government were asked whether a survey of the actual requirements of buses had been made and if so, what steps were taken or were proposed to be taken for meeting the requirements. In reply they have stated that a survey of actual requirements of buses was made and a provision of 90 additional buses was included

in the draft Fifth Five Year Plan. However, on account of constraint on resources the number of additional buses proposed to be purchased during the Fifth Plan has been reduced to 50. During 1976-77, 20 additional buses are proposed to be purchased, added.

4.46. The question of unsatisfactory local public transport was raised during evidence also. Admitting that bus facilities in Chandigarh were "not adequate to meet the requirements of the city", the Chief Commissioner expressed the hope that "by the year 1977-78 we will have enough of buses in the city to meet the requirements of its population." Replying to another question he agreed that "a major investment in the transport system of the city is required" and assured the Committee that it has been "taken care of." He added:

> "The whole system of transport is being reviewed. We are introducing faster buses on radial roads. The major part of investment of transport is for additional buses. We are augmenting the resources, diverting some savings from the other heads for this purpose so that acute problem is solved.
>
> As regards the operational efficiency, this has been continuously better from year to year and at the moment, our operational efficiency is 93.1 per cent which is amongst the very best in the whole of the country."

4.47 The Committee note that the Chandigarh Transport Undertaking has 73 vehicles. It has been represented to the Committee that local transport system in Chandigarh is far from satisfactory. This has been borne out by the fact that according to a survey of requirements, 90 additional buses were to be added to the fleet during Fifth Five Year Plan period. On account of constraint of resources, this number has been reduced to 50. Chandigarh is extensively spread out and an efficient local transport system is an absolute necessity. The Committee are not able to appreciate why 50 additional buses are being added to the fleet against the requirement of 90 buses. The Committee recommend that Chandigarh Administration should make a thorough review of the requirements of buses, taking into account the sprawling nature of the city and take effective steps to provide an efficient transport system to meet the requirements of the travelling public, either by adding adequate number of buses or examining the feasibility of temporarily taking buses

on hire as has been done in Delhi. The Committee would also like Chandigarh Administration to consider the feasibility of running mini buses on the same lines as in Delhi to ease the transport problem. They also desire that a long term plan should also be prepared to meet the future requirements, based on the projected growth of the traffic.

G. Sanitation and Public Health

Sanitation

4.48. It has been represented in a memorandum to the Committee that the services provided by the Health Department of the Union Territory of Chandigarh are very poor. The areas are not even visited for days together and the garbage piles up outside the houses.

4.49. During evidence before the Committee, a non-official witness also pointed out that the public health arrangements at Chandigarh were poor. He stated that at present the Director of Health Services looked after the Hospitals in addition to the city sanitation. He, therefore, suggested that these functions should be separated and a fullfledged Health Officer should be appointed to look after the health and sanitation of the area.

4.50. In this connection Government have stated:—

> "No additional outlay has been approved for improvement of sanitation in Chandigarh in the Fifth Five Year Plan. The organisation under non-plan is continuing during the Fifth Plan period but is deficient particularly in the matter of refuse removal service. However, frequency of refuse removal has already been doubled *i.e.* from twice to thrice a week from house to house and on alternative days from open refuse removal points."

Medical Facilities

4.51. It has also been represented to the Committee that medical facilities are not available to some of the villages in the Union Territory of Chandigarh. A non-official witness also represented to the Committee that the hospital facilities were inadequate. He pointed out that the original plan was to have one hospital for each Sector but the scheme could not be implemented.

4.52 Government have stated that Medical Facilities in the Union Territory of Chandigarh are being provided through one General Hospital in Sector 16 and various other dispensaries/clinics located in different Sectors and in rural areas. The Postgraduate Institute of Medical Education and Research, Chandigarh is also providing medical services which is mainly referal. In order to provide more indoor accommodation, 120 new beds have been added in the General Hospital in Sector 16. The newly constructed multi-storeyed building of the Hospital is now being put to complete use. 11,595 patients have been given in-door treatment in the General Hospital in Sector-16. The tempo of work in the following fields of health and sanitation has been maintained:—

(i) Drug Control Organisation.

(ii) Family Planning Programme.

(iii) Maternity and Child Health Centre.

(iv) Prevention of Communicable disease.

(v) Sanitation, including collection, removal and disposal of town refuse.

(vi) National Malaria Eradication Programme.

(vii) Pest Control Services in the Urban Area.

(viii) Destruction of stray dogs.

(ix) Licenses of Pet dogs.

4.53 Regarding medical facilities available in Chandigarh, the Chief Commissioner, during evidence stated:—

> "The city has a population of about 3 lakhs now. We have 370 beds in the hospital plus the Postgraduate Institute of Medical Education which has 700 beds. So in all about 1000 beds are available for the public."

4.54 Government have admitted that the Public Health Organisation in Chandigarh is "deficient particularly in the matter of refuse removal service". The Committee recommend that the Administration should pay due attention to the problem of sanitation in the Union Territory of Chandigarh as any laxity in this regard is likely to generate disease and squalor, the eradication of which may ultimately prove to be costlier than the preventive measures.

4.55 The Committee note that there is a General hospital with 370 beds and a Post-Graduate Institute of Medical Education at Chandigarh with 700 beds, for a population of 3 lakhs. The Committee have no doubt that Government would work out the requirements of medical facilities to cater for a population of 5 lakhs by 1987 and initiate steps, as necessary, for creating the requisite facilities in a phased manner.

H. Tourism

Tourist attractions

4.56 The Chandigarh Master Plan provides for a number of tourist attractions in the city not only for its inhabitants but also for the entire Northern Region. These tourist attractions include Capital Complex, Campus of the Punjab University, Post-graduate Institute, C.S.I.O., Rose Garden, Museum and Art Gallery, Sukhna Lake etc. These have been developed and are being maintained. Chandigarh is also a transit base for tourists going to adjoining places in Punjab, Haryana and Himachal Pradesh. It is visited by more than 70,000 home tourists and some 5,000 foreign tourists a year.

Facilities for lodging

4.57 It is stated that the State Guest House and the Panchayat Bhawan mostly cater to the needs of the tourists and visitors to Chandigarh on official or private visits. The India Tourism Development Corporation propose to construct a 50 room (100 beds) motel at Chandigarh at an estimated cost of Rs. 65 lakhs. The motel will be of the category of 2/3 stars. A site measuring 1.8 acres in Sector 17 has been selected for the purpose. The India Tourism Development Corporation proposes to undertake its construction during 1976-77 subject to approval by the Expenditure Finance Committee. The Planning Commission have approved an amount of Rs. 5 lakhs in the Annual Plan of the Corporation for the year 1976-77.

Cheap lodging facilities

4.58 The need for the setting up cheap and clean lodging facilities at Chandigarh for the middle and low income group, home and foreign tourists has been emphasised in several Memoranda received by the Committee. Government were asked to indicate the arrangements therefor at Chandigarh. They have stated that in order to encourage tourists from the low and middle income group, facilities

for boarding and lodging have been provided in Dharamsalas, Government Serai, Holiday Home, Panchayat Bhawan etc. Besides, a decision has been taken that the sites for lodging-*cum*-Restaurant houses may be created near the Bus Stand in Chandigarh where cheap accommodation should be available to the visitors of Low/Middle Income categories. Accordingly, 12 sites have been created for Lodging Houses in Sector 22. Each site has a capacity of 15 beds. 2 sites have been sold so far.

4.59. During evidence before the Committee, the Chief Commissioner stated that in addition "more lodging houses are proposed to be constructed by the Government of Punjab." Besides, he said, "accommodation for tourists is also available in the M.L.A. Hostels both of Haryana and Punjab Governments whenever the session is not there." He assured the Committee that the need for providing lodging accommodation for the middle and low income group tourists would be kept in view.

4.60. Chandigarh is situated at the food-hills and also have several tourist attractions, besides being the first planned city. The Committee feel that if tourist facilities such as cheap lodging and transport are provided, it should be possible to attract students and the youth to visit this city in large numbers. The Committee, therefore, recommend that in creating facilities for development of tourism in the Union Territory of Chandigarh, special attention should be paid to the provision of cheap lodging with tariff not exceeding Rs. 10.00 per day and cheap transport for the home and foreign tourists belonging to low and middle income group categories. In particular, the feasibility of setting up a Youth Hostel at a central place in the city should be examined. At the same time the Committee would emphasise the need for development and proper upkeep of the existing places of tourist interest in the Union Territory to sustain the interest of tourists in the Territory.

I—Unemployment Problem

Size of the Problem

4.61. According to the Administrative Reports of the Union Territory of Chandigarh, the number of registrants in the Live Register of Employment Exchanges in the Territory was as follows:—

1972-73	19,895
1973-74	17,929
1974-75	25,917

It is seen from the above figures that in 1974-75 there has been increase in the number of registrants to the extent of 45 per cent over the 1973-74 figures.

4.62. Government have stated that efforts are being made to find jobs for the educated unemployed. Special surveys have been conducted and a separate Publicity Wing has been created to educate persons on the planning of their career. Exhibitions have also been held for this purpose in colleges. A scheme for providing part-time jobs has been started at the University Employment Information and Guidance Bureau.

4.63. During evidence the representative of the Ministry of Labour dealing with the problem of unemployment in the Union Territory of Chandigarh stated:—

> ".....the number of job opportunities available locally are not sufficient to give employment to those acquiring skills in particular trades.....Chandigarh does not have any major industry..... There is a Small private sector. Unfortunately, there too the employment is going down over the last 2 or 3 years. Applicants are left to mostly fall back upon vacancies in the Government sector. In the Government sector, there is limitation again when the Punjab and Haryana State Governments wish to fill up the vacancies in their Secretariat offices by the people belonging to their own States. So, that way also, there is a slight disadvantage to the registrants at Chandigarh. These are some of the difficulties which the registrants in Chandigarh have to face."

4.64. The Committee are perturbed to note that the number of registrants on the live register of Employment Exchanges in the Union Territory has been increasing and in 1974-75 it was about twenty-six thousands. The Committee feel that jobs under Government being limited, the only way to solve the problem of educated unemployed is by encouraging them to set up small scale service establishments or industries. The Committee, therefore, recommend that Government should launch a self-employment programme for educated unemployed and educate and encourage the young people

to take benefit under it. The facilities for self-employment available at Chandigarh to educated unemployed should be such as would attract young entrepreneurs from outside the Union Territory also.

NEW DELHI;
April 23, 1976.
Vaisakha 3, 1898 (*Saka*)

R. K. SINHA,
Chairman,
Estimates Committee.

APPENDIX

APPENDIX I

(*Vide* Para 2.4 of Report)

Statement showing existing sanctioned and actual strength, as well as broad functions of the Departments of Chandigarh Administration.

S.No.	Deptt./Office	Class I		Class II		Class III		Class IV		Broad functions
		Sanc-tioned	Actual	Sanc-tioned	Actual	Sanc-tioned	Actual-	Sanc-tioned	Actual	
1	Chandigarh Admn. Secretariat .	5	5	6	6	113	102	39	38	Secretarial work and Chief Commissioner's Office.
2	Excise & Taxation . . .			1	1	22	22	11	11	Collection of Excise duty, sales Tax, Entertainment Tax, etc.
3	Office of the Deputy Commissioner (including Jails, Civil Defence — Fire Services)	2	2	1	1	266	259	19	19	Distt. including revenue Admn. Jail, Civil Defence, Fire Services etc.
4	Central Treasury (including Stamps & Registrations)			1	1	32	31	7	7	Passing of bills and maintenance of Central Accounts.
5	Law Department (including Directorate of Prosecution)	2	2	1	1	18	17	5	5	To render legal opinion; watch litigation; preparation draft notifications and attending to prosecution work.
6	Engineering Deptt. (including A.O. (Rents) Power Project, Roads & Bridges, Public work)	28	27	58	53	2387	2260	2063	1871	Planning, preparation of estimates & structural designs, construction work, execution & maintenance of Public Health work, electrical installations, supply of water, electricity & collection of their charges & of house rent for the Govt. houses/buildings.

S. No.	Deptt./Office	Class I		Class II		Class III		Cass IV		Broad functions
		Sanc-tioned	Actual	Sanc-tioned	Actual	Sanc-tioned	Actual	Sanc-tioned	Actual	
7	Punjab & Haryana High Court (i) including office of the Distt. & Session Judge) (ii) Chief Justice & Judges	7 23	7 19	81	75	538	498	255	255	To administer justice and to have supervisory control upon the subordinate judiciary.
8	Police Deptt. (including Science Laboratory & Home Guards).	9	9	6	6	2212	1560	76	76	Maintenance of law and order & scientific examination of criminal cases.
9	Food & Supply Deptt. . .			1	1	35	31	6	6	Arrangement and distribution of essential commodities, checking smuggling of food grains etc.
10	Estate Office	2	2	2	2	143	143	66	66	Sale of plots and enforcement of capital *bye-laws and localand municipal regulations.
							*Dev. & regulation			
11	Printing and Stationery Department	1	1	6	6	871	826	414	395	Printing/manufacturing / procuring & Supply of Govt. publications forms, Text Books, Stationery etc.
12	Chandigarh Transport Undertaking (including Taxes and Vehicles).	.			3	419	403	57	57	To operate Transport Service for the Public and maintenance of repair workshops.

13	Govt. Museum & Art Gallery including College of Arts & Crafts).	2	2	3	2	52	41	61	54	To display national heritage in the form of paintings, sculptures antiquities and bringng art awareness in the public.
14	Deptt. of Technical Edu (including Punjab Engg. College, Central Poly. Technic; Govt. Polytechnic for women, C.C.I. for women, I.T.E.).	69	65	124	100	464	438	310	305	Imparting Technical Education to the students & promoting its cause.
15	Labour & Employment including Regional Employment Exchange & Labour Commissioner).	1	1	7	6	37	36	13	13	Settlement of Industrial disputes; registration of factories; motor transport undertakings; trade unions etc. render employment assistance to the job seekers; meeting manpower requirement of the employers.
16	Veterinary Deptt. (including Poultry Project & Fisheries Wing)	1	1	6	5	46	44	70	70	Work regarding the functioning of Poultry Plant; Supply of Boiler, eggs to the public and to look after the health of live-stock.
17	Agriculture Deptt. (including forests Block Dev. & Panchayat Officer & Kitchen Gaden Scheme).			2	1	42	38	15	15	To advise the farmers about the latest improved agricultural practices implementation of schemes regarding rural Dev., raising of green belt around Chandigarh & protection & restriction on cutting of forests of Chandigarh.

No.	Deptt./Office	Class I		Class II		Class III		Class IV		Broad functions
		Sanc-tioned	Actual	Sanc-tioned	Actual	Sanc-tioned	Actual	Sanc-tioned	Actual	
18	Health Deptt. . .	8	7	38	37	592	564	1920	969	Providing health facilities and medical assistance to the public etc.
19	Industry Deptt.			1	1	18	16	6	6	Grant/recovery of industrial loans; rendering of technical advice testing, verification calibration & stamping of weights & measures instruments & enforcement of shops Act etc.
20	Hospitality & Tourism Protocol ..					34	33	74	70	Making arrangements for the boarding and lodging of State Guests, managements of canteens, and work relating to protocol.
21	Cooperative Deptt. .					20	19	4	4	To promote cooperative movement amongst the public and to register cooperative societies and to provide them loan facilities etc.
22	Local Audit Deptt.			2	1		13	1	1	Audit of Accounts of Punjab University and audit of Accounts of Educational institutions and local bodies etc. of Chandigarh circle.

23	Department of Architecture, Town Planning (including College of Architecture).	24	23	18	13	140	121	56	53	Work relating to designing' supervising & finalizing building programme of U.T., Chd. Supplying of Architectural control drawings for all important buildings of Chd. to ensure proper dev. of the city and its surrounding areas. Preparation of master-plan of Chd. & villages. College of Architecture trains future architects by imparting five years degree course .
24	Public Relation/Cultural Affairs			1	1	8	8	3	3	Preparation of news bulletin, press notes. Arrangement for meeting press correspondents and supply of general information to the public.
25	Education Deptt. (including, N.C.C., sports, Central State Library.)	7	7	102	99	2018	1974	534	534	Imparting Education to the students through various schools and colleges & other institutions. Providing sports facilities — Yoga education.
26	Deptt. of Statistics . . .	..		1	1	4	4	1	1	Collection of basic & vital Statistics bearing on the dev. of (U.T.) Chandigarh.
	TOTAL . .	188	180	472	423	10544	5503	5186	4898	

APPENDIX II

(*Vide* para 2.22 of Report)

Composition of the non-official members of the Local Advisory Committee.

S.No.	Name of Member	Status
1	Shri Amarnath Vidyalankar.	Member of Parliament.
2	Shri Bhupal Singh	President, Territorial Congress Committee, Chandigarh and a rural worker.
3	Shri Daulat Ram Sharma.	Trade Union Worker.
4	Dean, Students Welfare, Punjab University.	Educationist.
5	Shri Harbhagwan Singh.	President, High Court Bar Association Vice-President of *Ad hok* Territorial Congress Committee, Chandigarh.
6	Shri Iswar Das Pawar.	Retd. Sessions Judge (He is a member of Scheduled Caste).
7	Shri Jaipal Singh.	Retd. Deputy Registrar, High Court.
8	Shri Jarnail Singh.	President, District Congress Committee, Chandigarh & Trader.
9	Shri Joginder Singh.	President of Akali Party.
10	Brig. J.S. Dhillon.	Retired service officer and a promin ent citizen.
11	Dr. K.C. Bhargava.	Medical Practitioner.
12	Shri Kidar Nath Sharma	Prominent Social Worker.
13	Shri K. K. Bhai	Trade Union Worker.
14	Shri Lachhman Singh	Do.
15	Shri S. B. Narinder Singh.	Retd. Ex-Chairman, Punjab Public Service Commission and an Educationist.
16	Shri Otej Paul Singh	President, Youth Congress Committee, Chandigarh.
17	Shri Ram Sarup Sharma.	President of Jan Sangh, and a lawyer.
18	Shri R. K. Saboo.	Industrialist.
19	Shri Sant Singh.	President, Grain Market Dealer's Association and a prominent social worker.

S.No.	Name of Member	Status
20	Smt. Shelia Didi.	Member of the Communist Party of India, Social Worker and a Trade Union worker.
21	Smt. Shakuntala Roy.	Principal, MCM DAV College for women, Chandigarh, Educationist.
22	Shri Sham Lal.	Trade Union worker.
23	Shri S. V. Bedi.	A senior member of the local Press, Assistant Editor, Tribune.
24	Shri Vasdev Sahni.	President, Fruit and Vegetable Market Association, Chandigarh.

APPENDIX III

(*Vide* Para 6 of Introduction)

Summary of recommendations/conclusions contained in the Report

S. No.	Reference to para No. of the Report	Recommendation/Conclusions
1	2	3
1.	2.15 to 2.17	The Committee note that the Administrative Reforms Commission, 1969 had made observations regarding the excessive staff employed in the Union Territory Administration of Chandigarh in relation to its population and had recommended simplification of the administration. The Committee were informed that although measures have been taken to simplify the administration there were certain special problems faced by the Chandigarh Administration. Chandigarh was the capital not only of the Union Territory but also of the Punjab and Haryana States. While the set up of the Capital Project before reorganisation was being continued, the municipal functions were also being taken care of by the Administration and certain common facilities such as printing and stationery, engineering services, High Court etc. continued to be provided to the States of Punjab and Haryana. The Committee were further informed that the various Departments of the Administration were 'just Branches' and were maintained so as to facilitate merger as per the recommendations of the Reorganisation Commission. The Committee further note that the sanctioned strength of staff in Chandigarh Administration is 16,390, which constitutes 7.4 per cent of the population of the area according to the 1971

1	2	3

census. As the present population of Chandigarh is stated to be about 3 lakhs, this percentage works out to 5.4. The Committee were informed that out of the staff of 16,390, "11,000 to 12,000 cannot be strictly considered to be carrying on administrative functions as normally understood in any Union Territory or State Administration" as these are attached to the High Courts, the Department of Printing and Stationery, Health Department performing municipal functions, Department of Education and the Department of Engineering which *inter alia* looks after the Capital Project. Thus the staff employed on Administrative functions works out to 1.5—1.7 per cent of the population.

The Committee recognise the multiplicity of functions and responsibilities which have to be discharged by the Chandigarh Administration. Most of these functions are such which require discharge of responsibilities in the field, such as education, engineering, health, printing and stationery, municipal etc. They, therefore stress that the administrative organisation should be such that the officers in the field are given adequate powers with effective supervision but multiplicity of administrative levels are done away with in the interest of efficient and economic functioning. The Committee would recommend that a review of the staff strength may be made by the Chief Commissioner in consultation with a Director of leading public institution well-versed in municipal affairs and a representative of the Ministry of Finance with administrative experience so that the strength is rationalised and all possible economies affected consistent with the maintenance of efficient services. In making this recommendation, the Committee have kept in view the fact that the rationalisation of staff

1	2	3
		would constitute no problem as a substantial number of the staff are on deputation to the Chandigarh Administration.
2.	2.26 & 2.27	The Committee note that as many as 14 Advisory Committees have been constituted to assist the Chandigarh Administration in its day-to-day working, the most important of which are the Home Minister's Advisory Committee, Local Advisory Committee and the Rural Development Committee. They also note that besides the official members, these Committees have non-official elements also. Thus, in the Home Minister's Advisory Committee, 5 out of a total of 9 members are non-officials. The non-official members on the Local Advisory Committee are 24 out of a total membership of 30, and on the Rural Development Committee 24 out of a total membership of 31 members are non-officials. The Committee appreciate the objectives underlying the constitution of these Committees to advise the Chandigarh Administration on various aspects of its working. The Committee, however, find that the constitution, functions and the periodicity of meetings of these Committees have not been spelt out formally. The Committee recommend that the constitution, functions and the intervals at which the Advisory Committees should meet, should be notified by Government for general information and adequate publicity should be given of the existence of these Committees and their role and functions, so that the public is made fully aware of the opportunities available through these forums to bring their problems, difficulties and grievances to the notice of the Government.
3.	2.28	The Committee would like to emphasise that the composition of these Committees should be

1	2	3
		broad-based which should ensure the participation of public in general and of the various functional groups. They would also suggest that the selected functional groups/interests may be afforded an opportunity to submit a panel of names out of which nomination may be made by Government on these Advisory Committees.
	2.29	The Committee observe that in the last three years, the Home Minister's Advisory Committee have met only 6 times, while the number of meetings held by the Local Advisory Committee and the Rural Development Committee have been only 6 and 4 respectively. According to a Notification issued in February, 1968, by the Ministry of Home Affairs, the Home Minister's Advisory Committee is to meet at intervals of not more than 6 months. In the case of Local Advisory Committee, a decision was taken in February, 1976 that this Committee should meet once a month, while in the case of Rural Development Committee, no definite periodicity for meetings appears to have been prescribed. The Committee have already recommended that the intervals at which the Committee should meet should be prescribed, notified and strictly observed. The Committee need hardly observe that the intervals between the two consecutive meetings of the Committee should not exceed three months.
5.	2.30	It has been represented before the Committee that delays have been occurring in payment of compensation for lands acquired and in the resettlement of oustees etc. In view of these grievances it is necessary that the Rural Development Committee should play a more prominent role in advising the Administration about the problems of the people from rural areas and finding solutions therefor. The meetings of this Committee should, therefore, be held frequently so

1	2	3
		that the people from rural areas could place their view-point before the Government through it.
6.	2.31	The Committee have been informed by Government that though these Committees function in an Advisory capacity but highest consideration is given to the views expressed by them and their advice is implemented to the extent feasible. The Committee consider that since the Advisory Committees are the primary forums for representing public opinion in the Union Territory of Chandigarh, it would be desirable for Government to make these Committees an effective instrument for the expression of public point of view in the administration of the Union Territory by encouraging the representatives of the people on the Committees to contribute and participate to the fullest extent in the deliberations of the Committee. They would also like Government to ensure that comprehensive memoranda on the various items of the Agenda as also the concrete action taken by the administration on the suggestions made by the members in the previous meeting, are prepared and circulated to the members well in advance to enable the members to make effective contributions. Considering the fact that these Advisory Committees have not been meeting frequently, the Committee stress that the Ministry of Home Affairs/Chief Commissioner should pay special attention to this aspect so that the people have a sense of participation in the administration.
7.	2.40 to 2.42	The Committee note that a number of Union Government offices and residential buildings in Chandigarh are in occupation of the Punjab and Haryana Governments and their employees, for which rent is payable to the Union Government.

1	2	3
		The Committee are concerned to note that the amount payable on this account works to Rs. 4.1 crores by the Punjab Government and Rs. 2.6 crores by the Haryana Government. The total amount of Rs. 6.7 crores payable by the two State Governments has not been paid so far on account of lack of agreement regarding the formula for assessment of rent of these buildings. The Committee also note that considerable amounts are outstanding from the Punjab and Haryana Governments on account of their share of expenditure for common services rendered in the Main Secretariat Building, Vidhan Sabha Building etc. Out of the amounts of Rs. 41 lakhs and Rs. 22 lakhs due from the Punjab and Haryana State Governments respectively upto 31-3-1975, only Rs. 23 lakhs and Rs. 15 lakhs respectively have been realised from the two State Governments. The balance of Rs. 25 lakhs has not been paid by the two Governments as they have not agreed to pay departmental charges of 15 per cent. The Committee are surprised to note that the issues regarding payment of rent for Government buildings and the payment of charges for common services have not been settled so far and that huge amounts have been allowed to fall into arrears. The Committee would like to stress the need for an early settlement of these matters by holding discussion at the highest level, if necessary.
8.	3.12	The Committee note that a Master Plan for the development of Chandigarh to cater to a total population of 5 lakhs is being implemented in two phases. Development of Phase I, consisting of 29 Sectors for accommodating a population

1	2	3
		of 2.5 lakhs has almost been completed. Phase II envisages development of 17 sectors to accommodate an additional population of 2.5 lakhs and is likely to be completed by 1987. The Committee were informed that many problems have cropped up necessitating review of many assumptions in the Plan. The main problems are—growth of slums, low level of development in peripheral rural areas, larger growth of population in the sectors, increasing strains of accelerated urbanisation and increasing pressure on social services due to the emergence of satellite towns of Mohali and Panchkula and the Air Force and Army Establishments. The Committee recommend that there should be a regular system of review of the Master Plan periodically, say after 5 years, in close co-ordination with the Governments of Punjab and Haryana who are concerned with the development of satellite towns of Mohali and Panchkula, and the Air Force and Army Establishment in order to re-orient it in the light of the pattern of growth of population and other developments. While reviewing the Master Plan, it would be useful to consult selected institutes/bodies of architects and experts in town planning. The Committee have no doubt that the deficiencies of the Master Plan noticed in the course of its implementation would be specifically brought to the notice of these institutes/bodies for expert advice.
9.	3.13	As the Chandigarh city is now expanding extensively, the Committee would like to emphasise the need for developing each of the 17 sectors in Phase II as self-contained units by providing services, marketing facilities etc, so as to reduce strain on transport.

1	2	3
10.	3.14	The Committee note that the estimate of expenditure on the Chandigarh Capital Project, which was nearly Rs. 24 crores in 1957 for Phase I of the Master Plan was revised in 1972 to Rs. 54 crores for Phase I. In addition, Rs. 42 crores has been estimated for development of Phase II bringing the revised estimates of the Project to Rs. 96 crores. The reasons for the cost escalation in respect of Phase I are stated to be "additional requirements since the formulation of the original estimates." The Committee feel that the increase in estimates for Phase I of the Project by Rs. 30 crores during a time span of 15 years is of a high order. The Committee would like Government to prepare realistic estimates in the very beginning and to observe utmost economy in the execution of the Master Plan so as to keep the cost to an unavoidable minimum.
11.	3.15	The Committee note that the density of population in various Sectors varies from 7 to 76 per acre. The Committee have been informed that the low density in certain Sectors is attributable to the location of Raj Bhavans, Capital Complex, shopping centre, and also of common facilities like Colleges, Hospitals, Central green belt etc. Nevertheless, the Committee feel that there are wide variations in the density of population of various Sectors which detract from the need for optimum and equitable land utilisation. The Committee recommend that Government should take steps to remedy the situation and at least in the new Sectors that are coming up special care should be taken to ensure that the land utilisation is optimum and the population is equitably distributed.
12.	3.16	The Committee note that 1616 plots which have been developed during the years 1972-73 to 1974-75 have not been disposed of. The Commit-

1	2	3
		tee are informed that these plots are being auctioned on the basis of demand from the public. The Committee need hardly point out that the delay in the disposal of developed plots leads to blocking of public funds besides holding up the satisfaction of the needs for residential, commercial and industrial accommodation. The Committee feel that one of the reasons for lack of demand could be the ignorance of the public about the existence of such plots. The Committee would, therefore, like Government to give wide publicity to the availability of such plots and dispose them of as early as possible. But before their disposal, the Committee would like Government to reconsider their policy regarding the disposal of these developed plots with a view to putting them to best use in the interest of solving the problem of slums and constructing houses for weaker sections of society.
13.	3.24	The Committee observe that an area of 878 acres has still to be acquired for the Capital Project and that out of the land acquired so far, 1150 acres have yet to be developed. The Committee recommend that Government should prepare a perspective plan for the acquisition and development of land for the Capital Project and undertake its implementation according to a phased programme. These plans and programmes should be so framed as to avoid the recurrence of the shortcomings noticed earlier in the acquisition and development of land.
14.	3.25	The Committee are surprised that as on 1-1-1976 as many as 110 cases of compensation for land acquired by Government involving an amount of Rs. 15 lakhs were pending, out of which 42 cases were more than 5 years old and 43 cases were pending for two to five years. The Committee see no reason why it has not been

1	2	3
		possible to pay compensation in the 42 cases where the land was acquired five years ago. They would like Government to undertake a crash programme for the payment of compensation in these old cases within the next six months. In regard to other cases the Committee desire that Government should enquire into the reasons for the delay in their disposal and remove the bottlenecks, if any, which may have been holding up the finalisation of these cases. The Committee suggest that the Chief Commissioner should take energetic steps to locate the rightful owners of the land acquired and have the amount of compensation paid to them. The Committee would like to be imformed of the progress made in the settlement of these cases within six months.
15.	3.28	The Committee consider that the rehabilitation of agriculturists whose lands have been acquired for the Capital Project should be the first charge of the Chandigarh Administration and a scheme for their rehabilitation should have been an integral part of the Master Plan. The Committee feel that the idea of total displacement of village whose lands are acquired should now get replaced by the concept of absorbing the villages in the city plans and making them an integral part of the planned development of the metropolis. This would serve three-fold purpose—the problem of rehabilitation of oustees would be resolved; the social tension would be eliminated and a sense of participation in the development process would be imparted in all sections of society.
16.	3.33	The Committee note that the total number of plots disposed of after 1-11-1966 is 7623—Residential 5990, Commercial 1100, Industrial 510, and for Institutions 23. They also note that in the case of residential plots, the policy had hitherto been

1	2	3
		to allot a certain number of plots to low-income group people and certain special categories like Defence Personnel, Engineers, Doctors, Journalists and Members of Sahitya Academy, at a fixed price which was substantially lower than the cost of acquisition and development of land. The Committee feel that the benefit of allotment of developed residential plots at a subsidised rate should be available only to the Economically Weaker Sections of the Society. The Committee recommend that Government should work out a well-considered self-financing scheme for sale of residential plots which may not prove a burden on the Exchequer and at the same time affords benefit to the Weaker Sections of the Society. In the opinion of the Committee, the policy should be to make available developed land at subsidised rate for building houses/flats for the Economically Weaker and low-paid sections of Society, low-paid Defence Personnel and oustees from land and making up the loss by auction of a certain percentage of plots to higher income group and for commercial purposes.
	3.48	The Committee note that according to an assessment by a Working Group constituted by Planning Commission, the housing requirements of Chandigarh by the end of the Fifth Plan period (*i.e.* 1978-79) are 42,000 dwelling units and by 1986-87, another 31,000 dwelling units. The Committee, however, find that no long term plan has been drawn up beyond the Fifth Five Year Plan period. The Committee recommend that the housing problem of the Union Territory should be tackled on a short, medium and long term basis and schemes for housing should be prepared accordingly to meet the requirements of all sections of society, particularly the weaker sections, keeping in view the overall requirements by the year 1986-87 to synchronise with the

1	2	3
		time-span envisaged in the Master Plan of the territory.
18.	3.49	The Committee find that although the housing requirements by the end of the Fifth Plan period have been assessed as 42,000 dwelling units, the programme of construction approved for implementation during the Fifth Plan envisages construction of 4,530 houses of various categories only. The Committee consider that the programme of construction during the Fifth Plan period would touch only a fringe of the problem. The Committee would like Government to explore the possibility of encouraging persons to build their own houses by arranging housing loans on soft terms as also by undertaking construction of houses during the Fifth Plan period especially for the weaker sections and low income group people, so as to make a substantial dent in the housing problem of people of these categories.
19.	3.50	The Committee also recommend that the houses to be constructed by Government should be functional and these should serve as a model for the neighbouring States to emulate. A continuous watch should be kept on the designs of these houses with a view to affect improvements as required.
20.	3.51	The Committee are surprised that the housing requirements of the service population which constitutes mainly the Economically Weaker Sections, were not visualised by Government earlier with the result that as the population in the various Sectors of the city grew, the service population had to take shelter in improvised housing, giving rise to slum conditions. Government have now undertaken the construction of tenements and in 1974-75, 260 such tenements were under construction. The Committee recommend that sector-wise requirements of service

1	2	3
		population should be assessed and a phased sector-wise programme should be drawn up for construction of tenements for this class of people, particular attention being paid to houses for "Safaiwalas, Dhobis etc."
21.	3.52	The Committee further recommend that at least in the 17 Sectors being developed in Phase II of the Master Plan, this short-coming should not be repeated and housing for the service personnel should be concurrently provided for.
22.	3.53	The Committee note that Government have undertaken a scheme of housing for industrial workers and a total of 230 such tenements are proposed to be constructed by the end of the Fifth Five Year Plan period. The Committee consider that such of the industrialists as are making sizeable profits in their industrial units should also be required to make a contribution towards housing for their employees and the entire burden of providing industrial housing should not fall on the public exchequer. The Committee recommend that Government should draw up a scheme providing for the participation of the private industrial sector in building houses for the industrial workers.
23.	3.54	The Committee note that a Housing Board has been constituted for undertaking housing programmes in the Territory for different categories of people with the assistance of the Housing and Urban Development Corporation. The Committee consider that this is a step in the right direction and hope that the Housing Board would play a crucial role in meeting the housing requirement of the people of Chandigarh. The Committee would, however, like Government to augment the composition of the Housing Board suitably, which is at present composed of only one member, *viz.*, the Finance Secretary.

1	2	3
24.	3.55	The Committee regret that the Master Plan did not visualise the housing problem of the economically weaker sections of society *viz.*, artisan, domestic labour, labourers involved in the construction of the city etc., with the result that slum-like conditions have come into existence in the planned city of Chandigarh. It is only in the last year of the Fourth Five Year Plan (1974-75) that a scheme for building tenements for this category of people was approved. There are as many as 7004 families living in slum areas who have to be provided alternative accommodation, and it is proposed to build 2750 houses at a cost of Rs. 1.5 crores during the Fifth Plan period. The Committee would like Government to study in detail the causes which have led to the creation of slums and take concerted measures to overcome the current problem. The lessons learnt from this study should also be circulated to all concerned, so that future town planning is done in an integrated manner and recurrence of such situation is avoided. At the same time, the Committee would like Government to take effective preventive measures to ensure that new slums are not created in future and that Chandigarh attains the distinction of a city without slums.
25.	4.11	The Committee note that Government have taken a firm decision "to ensure that only servicing industries, which do not spoil the environment or cause pollution will be allowed in the Chandigarh complex." They feel that a permanent solution of the problem of persons displaced by acquisition of their lands for the Capital Project and of the educated unemployed lies in providing them opportunities for taking up suitable avocations to be generated by the development of small scale and cottage industry in the Union Territory. The Committee, therefore, recommend that Government should take energetic steps to

1	2	3
		chalk out and implement a comprehensive programme for development of such small scale, cottage and agro-based industries as have large potential for self-employment like electronics, poultry keeping dairy-farming, *khandasari*, Ambar Charkha, soap making, leather tanning, weaving, Service establishments etc. in the Union Territory, and provide assistance to the neo-entrepreneurs in the shape of loans, technical know-how, provision of essential inputs at reasonable rates by a single agency and arrangement for unified marketing of their produce.
26.	4.17	The Committee note that although the capacity of the Dressing Plant of the Chandigarh Poultry Project is 7.5 lakh birds annually, during 1974-75 only 1.4 lakh birds were dressed in the plant, and during 1975-76, the position is not likely to improve much. Even with the setting up of the Broiler Rearing Farm, the utilisation by the end of 1976-77 is expected to be no more than 4 lakh birds. The Committee regret that the broblem of regular supplies of birds for the Dressing Plant was not envisaged well in advance leading to the present situation of 5/6th of the capacity of the plant remaining unutilised. The Committee recommend that urgent steps should be taken to utilise the capacity of the various facilities of the Plant at the optimum level so that besides augmenting the general availability of the poultry products, the Project may become an economically viable unit.
2..	4.23 & 4.24	The Committee observe that the current requirement of water for the Chandigarh complex is 42 Million Gallon Daily (MGD) which is likely to rise to 55 MGD by the end of the Fifth Five Year Plan period and to 95 MGD by the end of the completion of Master Plan *i.e.*, 1987. As against the requirement, the present availabi-

1	2	3
		lity, which is only through tube-wells, is 27 MGD only. The Committee are informed that the possibility of augmenting the supply through tube-well is limited and alternative sources of water supply have to be tapped and a scheme for bringing water from Bhakra Main Line estimated to cost Rs. 11 crores has been mooted. It was well-known right from the inception of the Chandigarh Capital Project that there would be shortage of water and the tube-well supply would not be adequate to cope with the requirements of the projected population. The Committee regret that Government took no action during all these years to tap alternative sources of water for the Union Territory with the result that the existing supply has fallen far short of the requirements. As valuable time has been lost, the Committee would like Government to take concerted measures for augmenting the water supply through alternative sources without delay so as to avert a possible water crisis in the near future.
28.	4.29 & 4.30	The Committee note the assurance given to them during evidence by the representative of the Government that "in the foreseeable future there will be no problem of power supply to Chandigarh." The Committee observe that the revenue receipt on account of sale of power is less than the expenditure and consequently a proposal is under the consideration of Government to increase the tariff. In this connection, the Committee would like to point out that power is one of the basic inputs for all developmental activity and a cheap and adequate power supply system sets the pace for area development. There is, therefore, the need for observing utmost economy in administrative expenditure on the generation, distribution and sale of power so as to keep the tariff to an economic minimum.

1	2	3
29.	4.40	The Committee note that in the Union Territory of Chandigarh 98 per cent of children in the age group of 6—11 years were going to schools by the end of the Fourth Plan period. The Committee hope that consistent effort will be made to achieve universalisation of elementary education at least by the end of the Fifth Plan period. The Committee, however, suggest that there should be one model school in a group of peripheral villages so that the facilities of good education are within the easy reach of the children of the people living in rural areas.
30.	4.41	In regard to the introduction of 10+2 pattern of Education, the Committee would like to reiterate their view expressed in para 3.62 of their Seventy-ninth Report (Fifth Lok Sabha) on the Youth Education etc. that there is need for making a most careful, well prepared and well co-ordinated approach in the important matter of introducing the 10+2 pattern of school education.
31.	4.42	The Committee are glad to learn that Chandigarh administration had endeavoured to implement the Prime Minister's 20-point programme for students in the Union Territory of Chandigarh. They hope that the implementation of programme will be reviewed from time to time with a view to remove any snags and effect improvements to make it a success.
32.	4.47	The Committee note that the Chandigarh Transport Undertaking has 73 vehicles. It has been represented to the Committee that local transport system in Chandigarh is far from satisfactory. This has been borne out by the fact that according to a survey of requirements, 90 additional buses were to be added to the fleet during Fifth Five Year Plan period. On account of constraint of resources, this number has been

1	2	3
		reduced to 50. Chandigarh is extensively spread out and an efficient local transport system is an absolute necessity. The Committee are not able to appreciate why 50 additional buses are being added to the fleet against the requirement of 90 buses. The Committee recommend that Chandigarh Administration should make a thorough review of the requirements of buses, taking into account the sprawling nature of the city and take effective steps to provide an efficient transport system to meet the requirements of the travelling public, either by adding adequate number of buses or examining the feasibility of temporarily taking buses on hire as has been done in Delhi. The Committee would also like Chandigarh Administration to consider the feasibility of running mini buses on the same lines as in Delhi to ease the transport problem. They also desire that a long term plan should also be prepared to meet the future requirements, based on the projected growth of the traffic.
33.	4.54	Government have admitted that the Public Health Organisation in Chandigarh is "deficient particularly in the matter of refuse removal service". The Committee recommend that the Administration should pay due attention to the problem of sanitation in the Union Territory of Chandigarh as any laxity in this regard is likely to generate disease and squalor, the eradication of which may ultimately prove to be costlier than the preventive measures.
34.	4.55	The Committee note that there is a General hospital with 370 beds and a Post-Graduate Institute of Medical Education at Chandigarh with 700 beds, for a population of 3 lakhs. The Committee have no doubt that Government would work out the requirements of medical facilities to cater for a population of 5 lakhs by

1	2	3
		1987 and initiate steps, as necessary, for creating the requisite facilities in a phased manner.
35.	4.60	Chandigarh is situated at the foot-hills and also have several tourist attractions, besides being the first planned city. The Committee feel that if tourist facilities such as cheap lodging and transport are provided, it should be possible to attract students and the youth to visit this city in large numbers. The Committee, therefore, recommend that in creating facilities for development of tourism in the Union Territory of Chandigarh, special attention should be paid to the provision of cheap lodging with tariff not exceeding Rs. 10.00 per day and cheap transport for the home and foreign tourists belonging to low and middle income group categories. In particular, the feasibility of setting up a Youth Hostel at a central placed in the city should be examined. At the same time the Committee would emphasise the need for development and proper up keep of the existing places of tourist interest in the Union Territory to sustain the interest of tourists in the Territory.
36.	4.64	The Committee are perturbed to note that the number of registrants on the live register of Employment Exchanges in the Union Territory has been increasing and in 1974-75 it was about twenty-six thousands. The Committee feel that jobs under Government being limited, the only way to solve the problem of educated unemployed is by encouraging them to set up small scale service establishments or industries. The Committee, therefore, recommend that Government should launch a self-employment programme for educated unemployed and educate and encourage the young people to take benefit under it. The facilities for self-employment available at Chandigarh to educated unemployed should be such as would attract young entrepreneurs from outside the Union Territory also.

APPENDIX IV

(*Vide* para 7 of Introduction)

Analysis of Recommendations contained in the Report
Classification of Recommendations

A. Recommendations for improving the organisation & working:

Sl. Nos. 1, 2, 3, 4, 5, 6, 7, 8, 9, 12, 13, 14, 15, 17, 18, 23, 24, 25, 32, 35.

B. Recommendations for effecting economy:

Sl. Nos. 10, 16, 26, 28.

C. Miscellaneous Recommendations:

Sl. Nos. 11, 19, 20, 21, 22, 27, 29, 30, 31, 33, 34, 36.

GMGIPMRND—LS II—205 LS—24-4-76—1100.